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U.S. PARTICIPATION IN THE UN



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REPORT BY THE PRESIDENT TO THE
CONGRESS FOR THE YEAR 1955

U.S.
PARTICIPATION
IN THE UN



U.S. President, 1953- (Eisenhower)

REPORT BY THE PRESIDENT TO THE
CONGRESS FOR THE YEAR 1955

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LETTERS OF TRANSMITTAL

The President to the Congress

To the Congress of the United States:

I transmit herewith, pursuant to the United Nations Participation Act, the tenth annual report, covering the year 1955, on United States participation in the United Nations.

The prime purpose of the United Nations—"to save succeeding generations from the scourge of war"—remains unchanged. This goal as well as those of human rights, justice, and social progress are ardently desired by the American people. I, therefore, found special satisfaction in addressing the United Nations Commemorative Conference in San Francisco in June 1955, which was convened to mark the tenth anniversary of the signing of the Charter.

The record for 1955 shows that the United Nations, now in its second decade, is increasingly vital and effective. I draw your attention to a few of the year's developments which especially command the interest of the United States.

1. First in significance for peace and progress, in the long range view, are the United Nations contributions to the peaceful applications of atomic energy. Having proposed before the General Assembly in 1953 that an international atomic energy agency be created, I have carefully followed developments in this field. The progress made in the past two years is impressive.

Although the Soviet Union's response to the initial proposal for an international agency was negative and disappointing, we and other interested nations pressed on with new proposals.

Important strides in this momentous field were thus made in 1955. In August, pursuant to a United States proposal, scientists from seventy-three states met under United Nations auspices for two weeks in Geneva in an International Technical Conference to explore the promise of the atom. The Conference provided valuable opportunities for the exchange of scientific knowledge for the benefit of mankind between scientists without regard for ideologies.

There was also progress in the creation of the international agency itself. The determination of free nations to advance this program,

together with the great prestige of the United Nations, resulted in unanimous approval by the Tenth General Assembly of the prospective creation of the International Atomic Energy Agency. The Statute of the Agency is now ready for adoption. The Agency itself should be established during the coming year.

This progress in converting the atom to peaceful use illustrates the ability of the United Nations to get results in the face of what might seem insurmountable obstacles.

At the time I originally proposed the development of peaceful uses of atomic energy I had this in mind: That if the world could cooperate and move ahead significantly in this field, this might make it easier to move ahead in the far more difficult field of disarmament. I am still convinced that this is so. When this Agency comes into being the confidence, the cooperation, and the trust which it will engender among nations can bring us significantly closer to the day when honest disarmament can be realized.

Disarmament, and by this I mean the controlled reduction of military forces and of conventional and nuclear weapons, remains one of the most vital unsolved problems facing the world. The Soviet Union and the United States are the two great nuclear powers. Both possess an enormous potential for either the welfare or the destruction of mankind. The responsibility, therefore, lies particularly upon us and the Soviet Union to produce a workable plan for safeguarded disarmament. Other nations look with justified anxiety for signs that this is being done.

Our Government, the first to master atomic energy, was likewise the first to offer to put it under the control of the United Nations. Ten years have elapsed since that time, but our repeated efforts to reach agreement through the United Nations have been unavailing. The basic reason for this is the mutual distrust existing between the Soviet Union and other nations.

2. The dispelling of this paralyzing distrust was my main purpose in proposing at Geneva last July the plan for aerial inspection by the United States and the Soviet Union of each other's military installations. Such a system should make it impossible for either side to make a massive surprise attack on the other. Last December the General Assembly by the overwhelming vote of 56 to 7 asked that this be one of the proposals to receive priority consideration as a confidence-building first step on the road to arms reduction. The Soviet Union has nevertheless refused, thus far, to accept this offer. But we and our associates should continue, with patient resolve, to seek common ground with the Soviet Union on this or some equally effective program that could lead to safeguarded disarmament, looking for

the day when the Soviets will change their view on this topic, as they have done on others in the past.

We shall continue to obey the mandate of the United Nations in this field. We shall continue our search until we have found the answer to this awesome problem. We shall be guided by the knowledge that no nation can live in the true spirit of peace or devote its energies to the pursuit of happiness until the trend toward increasingly destructive armaments is reversed.

3. In 1955 the United Nations made its contribution to the continuance of a world fortunately free from open war. In the strife between the Arab States and Israel, which reflects intense political, economic and cultural tensions, the United Nations succeeded for another year in maintaining the uneasy armistice. Measured against the tragic alternative, this ranks as a substantial accomplishment.

The stabilizing influence that the United Nations has been able to exert upon the Near Eastern situation is one of the best proofs of the sheer necessity of the United Nations. We are in an era of resurgent nationalism, which has very little tolerance for the methods of pacification and arbitration imposed from without that have worked in other eras. In the Near East the United Nations has provided perhaps the only force—essentially a moral force—that can maintain the armistice and work toward a permanent solution. Secretary-General Hammarskjöld's mission undertaken this spring as a result of United States initiative in the Security Council made a substantial contribution to improving a serious and dangerous situation there. It illustrates the ability of the United Nations to develop over a period of time, through patient testing, workable methods that, when world opinion is mobilized, can deal successfully with such serious problems.

4. One more United Nations achievement of 1955 is especially precious for Americans because it concerns our own flesh and blood. In May and August, the Chinese Communist authorities released from unjust and illegal imprisonment fifteen American fliers, fighting men of the Korean war. They had detained these men in violation of the Korean Armistice. Most of them had been victims of fabricated propaganda charges. Their return to their homes followed Secretary-General Hammarskjöld's trip to Peiping armed with a mandate from the General Assembly. It proved with dramatic force the power of the United Nations to influence events through its impact on world opinion.

5. The end of year 1955 found the United Nations larger by sixteen members, giving it a total membership of seventy-six. For years the Soviet veto had kept many fully qualified states from taking their place in the United Nations. Finally the pressure of world opinion made possible a generally acceptable solution.

As additional countries become qualified for membership, they should be admitted without delay. I am glad to note that the Sudan, which achieved independence late in 1955, has already been recommended for admission by the Security Council. Certainly, the grossly unjust exclusion of Japan by repeated Soviet vetoes should be promptly rectified. The Republic of Korea and Viet-Nam are likewise fully eligible for membership.

The United Nations in its first decade has not seen a single member withdraw from membership. To the contrary, most of those outside the Organization seek to join it. Nothing could more clearly prove its vitality and influence.

I commend to the Congress this report of United States participation in the tenth year of the United Nations. It is a record of substantial evolution in man's efforts to live at peace. It is up to us and the other member states to see that the United Nations serves with increasing effectiveness, within the Charter, its central purpose of maintaining the peace and fostering the well-being of all peoples. To this end the United Nations and the Specialized Agencies associated with it deserve, and should continue to receive, our honest, intelligent and wholehearted support.



THE WHITE HOUSE

July 18, 1956

The Secretary of State to the President

DEPARTMENT OF STATE

Washington, June 7, 1956

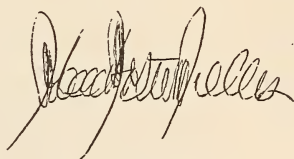
THE PRESIDENT:

Under the United Nations Participation Act (Public Law 264, 79th Congress) the President transmits annually to the Congress a report on United States participation in United Nations activities. A report for the calendar year 1955 has therefore been prepared by the Department of State. This report, as in previous years, is a comprehensive survey of the Government's participation in the work of the United Nations and the Specialized Agencies.

The tenth year of the United Nations was an eventful and constructive one. I am sure that the Congress and the public will find in this document an important record of past accomplishments and a valuable guide for the future.

I recommend that you approve the report for transmittal to the Congress.

Respectfully submitted,

A handwritten signature in dark ink, appearing to read "Dean Rusk", is written in a cursive style.

THE PRESIDENT,
The White House.

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Tenth Anniversary Commemoration in San Francisco

"... With the birthday congratulations I bring, I reaffirm to you the support of the Government of the United States in the purposes and aims of the United Nations—and its founders."

With this pledge President Eisenhower opened the meeting of the United Nations held in San Francisco from June 20 to June 26, 1955, to commemorate the 10th anniversary of the signing of the Charter in that city on June 26, 1945. Speaking in San Francisco's Opera House where the Charter had been signed 10 years before, the President said:

We, with the rest of the world, know that a nation's vision of peace cannot be attained through any race in armament. The munitions of peace are justice, honesty, mutual understanding and respect for others.

So believing and so motivated, the United States will leave no stone unturned to work for peace. We shall reject no method, however novel, that holds out any hope, however faint, for a just and lasting peace.

The President told the assembled representatives of the 60 member governments that the Congress of the United States had unanimously requested him to express "on behalf of the people of the United States, our deep desire for peace and our hope that all nations will join with us in a renewed effort for peace."

Recalling the United Nations' first decade, the President said:

That there have been failures in attempts to solve international difficulties by the principles of the Charter, none can deny. That there have been victories, only the wilfully blind can fail to see. But clear it is that without the United Nations the failures would still have been written as failures into history. And, certainly, without this Organization the victories could not have been achieved; instead, they might well have been recorded as human disasters. These the world has been spared.

Looking toward the second decade, the President stated that our "object . . . is still peace—but a peace of such a new kind that all the world will think anew and act anew. It cannot be a mere stilling of the guns—it must be a glorious way of life. In that life the atom, dedicated once as man's slayer, will become his most productive servant. It will be a peace to inspire confidence and faith so that all peoples will be released from the fear of war. Scientists will be liber-

ated to work always for men, never against them. Who can doubt that in the next ten years, world science can so beat down the ravages of disease and the pangs of poverty that humankind will experience a new expansion of living standards and of cultural and spiritual horizons? In this new kind of peace the artist, teacher and philosopher, workman, farmer, producer and scientist will truly work together for the common welfare.

"These hopes are not new. They are as old as history. But now, as we meet on the tenth anniversary in the city where was born the United Nations, we must realize that at last they are steadily and surely attainable. This is new. Our part is to rededicate ourselves to the ideals of the United Nations Charter. May we here and now renew our determination to fulfil man's ancient dream, the dream which so inspired the founders of this Organization.

"Thus our duty will be nobly done, and future generations will behold the United Nations and stand up to call it blessed."

The United Nations 10th anniversary commemoration took place in accordance with a decision adopted unanimously by the General Assembly on December 17, 1954, in response to the invitation of the city of San Francisco. The importance attached to this historic event is demonstrated by the fact that 37 member governments were represented by their Foreign Ministers—a total not exceeded at any U.N. meeting since the Charter conference of 1945. The United States was represented by Secretary of State John Foster Dulles, a member of the U.S. delegation to the Charter conference of 1945; by Ambassador Henry Cabot Lodge, Jr., Permanent Representative to the United Nations; and, by Ambassador James J. Wadsworth, Deputy Permanent Representative.

During the commemoration, statements were made by representatives of member countries and by such distinguished individuals as the U.N. Secretary-General Dag Hammarskjöld; former President Harry S. Truman, who had addressed the closing session of the San Francisco Conference in 1945; Green H. Hackworth, President of the International Court of Justice and a member of the U.S. delegation in 1945; Philip V. Cardon, Director-General of the Food and Agriculture Organization, who spoke on behalf of all of the U.N. specialized agencies; Elmer E. Robinson, Mayor of San Francisco; and Goodwin J. Knight, Governor of California.

In his statement on June 24, Secretary Dulles reviewed the achievements of the United Nations during its first decade: enabling Iran to bring about withdrawal of foreign troops from its soil; helping Greece to overcome the threat of Communist subversion; saving the Republic of Korea by organizing collective defense; improving the lot of many dependent peoples and bringing them nearer to self-government or

independence; establishing in a Declaration of Human Rights a standard designed to lead increasingly to respect for the individual human being; improving economic and social conditions in the less developed areas of the world; and joining together, in response to President Eisenhower's proposal, to create an international agency to harness atomic energy for peace. Above and beyond these concrete achievements, the Secretary said, the United Nations exerts an all-pervading moral influence on the conduct of all nations. These achievements, Secretary Dulles noted, explain why the United Nations is held in high respect throughout the world and why the United States takes pride in its loyal support of all the activities of the Organization—support which has been consistently bipartisan under Presidents Roosevelt, Truman, and Eisenhower.

Pointing to such favorable international developments as the conclusion of the Austrian State Treaty, Secretary Dulles suggested it would be prudent to continue the course that had produced those developments. "Steadfastness to principle and sacrifice for principle," Mr. Dulles said, "are the proven price of the good that we have won. It would be reckless to expect further good at any lesser price. To achieve peace with justice, peace with sovereignty for nations great and small, peace with respect for human beings without regard to class—all of that will require sustaining the effort, the sacrifice, the solidarity which has brought us where we are today."

Referring to such crucial and urgent problems still confronting the world as German unification and limitation of armaments, Secretary Dulles warned that these problems "cannot be met if we shut our eyes to them, or if we are weak, or confused or divided. They . . . *can* be met if we are faithful to the principles of the Charter, if we work collectively in fellowship to achieve their application, and if, for the future as in the past, we are prepared to labor and sacrifice." But, Mr. Dulles said, "The United States asks no nation to do what it is not prepared to do itself. Any nation . . . that bases its actions and attitudes in international affairs on the principles of the Charter will receive the wholehearted co-operation of the United States."

The commemorative meeting had no formal agenda and adopted no resolutions. In the words of the Secretary-General, "the prospects for peace and better understanding" were its agenda, and the absence of specific issues made possible "a wider perspective and a longer view." Such events, he said, as "the conference of Asian and African nations at Bandung or the agreement on Austria, and the spirit of cooperation that promises to make the Geneva Conference this summer on the peaceful uses of atomic energy an occasion of historic significance, all give us reason for renewed hope."

At the closing meeting the President of the commemoration, Dr. Eelco N. van Kleffens of the Netherlands, summarized the statements of the members as follows:

All Members participants in the commemorative meeting of the United Nations assembled in San Francisco on the tenth anniversary of the Organization have reaffirmed their common determination to save succeeding generations from the scourge of war. The ten years since 26 June 1945 have given new meaning and urgency to this universal aspiration of the peoples, for they know that another war fought with the weapons now at their disposal would bring untold calamities to mankind. Their aim is peace based, in accordance with the explicit text of the Charter, on security, justice, and good neighbourliness.

They proclaim again their common dedication to the purposes and principles formulated in the United Nations Charter. They recognize that the hope of enduring peace rests upon how well the nations carry out these purposes and uphold these principles in their relations with each other.

They have reaffirmed their determination to make new efforts to settle international disputes, as the Charter calls upon them to do, by peaceful means in such a manner that international peace and security, and justice, are not endangered, and to live together in peace and amity.

They have pledged themselves equally to press forward in the search for agreement on a disarmament plan that can provide a greater measure of security to the nations and remove the threat of atomic destruction from the world. They declare their belief in the determination of the nations to direct the creative resources, thus freed from the burden of armaments, to the improvement of the lives of peoples everywhere.

The difficulties before us are as evident as the dangers and disappointments of the past. But we have the Charter for our guide, the Charter which prescribes that the United Nations shall be used as a center for harmonizing the actions of the Member States.

Maintenance of Peace and Security

The admission in December 1955 of 16 new members to the United Nations broke a deadlock that had existed since 1950. Ambassador Henry Cabot Lodge, Jr., welcomed 12 of the new members, who, he said, "will bring us much in civilization and wisdom" and "will greatly add to the usefulness of the United Nations." He regretted the continued exclusion of Japan, whose application was vetoed by the Soviet Union three times in 2 days, and promised that the United States would continue to work for its admission. Earlier, he had called attention to the fact that the Republic of Korea and Viet-Nam were also qualified candidates "barred only by the Soviet veto." As Ambassador Lodge stated, "The United States has long favored the admission of all qualified applicants." The U. S. representative also made clear that the United States did not consider 4 (Albania, Bulgaria, Hungary, and Rumania) of the 16 new members qualified. However, consistent with its often stated position that the veto should not apply in the case of membership applications, the United States abstained in the voting on these 4 applications and also on that of Outer Mongolia which the United States does not regard as independent and which failed of admission.

For the second consecutive year, disarmament was the focal point in 1955 for U.N. activities directed toward the maintenance of security. President Eisenhower's "open skies" proposal to the U.S.S.R. at the Geneva meeting of Heads of Government in July offered a new approach to this problem. The President proposed that the United States and the Soviet Union exchange military blueprints and permit mutual aerial inspection as a step that would "convince the world" that provision was being made "against the possibility of great surprise attack, thus lessening danger and relaxing tension."

The President's proposal took into account the fact that older plans for inspection and control of nuclear material are no longer technologically adequate. It was presented as a confidence-building measure that would facilitate agreement on a comprehensive and

effective disarmament system. The President's proposal became a principal element in the disarmament negotiations that followed the Geneva meeting and was overwhelmingly endorsed by the General Assembly at its 10th session as an initial step toward a comprehensive program of disarmament.

Substantial progress was made in 1955 toward the establishment of the International Atomic Energy Agency. This agency was first proposed by President Eisenhower in December 1953 in his address to the eighth General Assembly. Its purpose is to bring the benefit of atomic energy to all peoples and to develop that mutual understanding and international cooperation that could lead to disarmament. Shortly before the 10th General Assembly convened, a draft statute for the agency was circulated for comment to all 84 states members of the United Nations or the specialized agencies. The Assembly noted this development with satisfaction and welcomed the announcement, made by the United States on behalf of the group of states that had negotiated the draft, that this group was being expanded from 8 to 12 and that all members of the United Nations or of the specialized agencies would be invited to a conference on the final text of the statute.

Another outstanding development during the year relating to the peaceful uses of atomic energy was the international technical conference in this field held under U. N. auspices at Geneva in August. This conference—the first such meeting ever held—was the result of a U. S. initiative at the ninth General Assembly. It was universally regarded as having been highly successful, and there was unanimous support at the 10th session of the General Assembly for a U.S. proposal that a second conference of this nature be held in the near future.

The United States also proposed at the 10th General Assembly the establishment of a special scientific committee to coordinate information concerning the effects of atomic radiation on human health and safety, and a resolution to this effect was unanimously adopted. The U.S. proposal was made in recognition of the widespread concern that exists throughout the world over this problem.

Progress during 1955 in the peaceful settlement of disputes again proved that deep-seated difficulties can be overcome. At the same time the fact that important problems remained unsolved emphasized the difficulties inherent in the reconciliation of conflicting interests, where progress essentially depends on agreement between the parties and the United Nations can only encourage and facilitate such agreement.

The Chinese Communists released the imprisoned U.S. fliers whose illegal detention had been the subject of a 1954 General Assembly

resolution. A change in the Soviet position permitted the conclusion, after 8 years of negotiations, of an Austrian State Treaty restoring Austria's independence. The deadlock in these negotiations had been brought before the Assembly in 1952. The signing of the Franco-Tunisian Conventions in June 1955 marked a substantial advance toward settlement of the Tunisian question, which therefore, for the first time in 3 years, was not on the Assembly's agenda. The Assembly postponed further consideration of the Moroccan question following the announcement in November 1955 by the Sultan of Morocco and the French Foreign Minister of their intention to negotiate.

On the other hand, the situation with respect to Cyprus became more critical when conversations in London initiated by the United Kingdom with Greece and Turkey were suspended early in September 1955. The General Assembly decided not to consider the Cyprus question at its 10th session in order not to exacerbate an inflamed situation, which, in the words of Ambassador Lodge, called for "quiet diplomacy" rather than "public debate." Western New Guinea remained a subject of dispute between Indonesia and the Netherlands and was again on the Assembly's agenda. The Assembly took no position on the merits of the case.

The Communist position on Korea remained unchanged and therefore no progress toward unification was possible. Similarly, Soviet intransigence on the problem of German unification offered no hope for Communist cooperation with the U. N. Commission on German Elections, established by the General Assembly in 1951, and the Commission continued inactive during 1955.

The withdrawal of two delegations from the 10th General Assembly underscored the differing views on the Assembly's competence and the extent to which the effectiveness of U. N. efforts to assist in the solution of problems in the field of pacific settlement is dependent on the receptiveness of the parties to such efforts. The Assembly's decision to consider the situation in Algeria led to the withdrawal of the French delegation on the ground that the decision was contrary to the Charter's interdiction against intervention in the domestic jurisdiction of a member. The French resumed their participation in the session only after the Assembly had acted, in effect, to drop the Algerian question. A resolution adopted in committee continuing the U. N. Commission on the Racial Situation in South Africa led to South Africa's withdrawal for the duration of the session. The committee-recommended text was revised by the full Assembly, however, to delete all provisions relating to the continuation of the Commission, with which the Union had consistently refused to

cooperate on the ground that it was concerned with matters essentially within South Africa's domestic jurisdiction.

The 10th General Assembly felt the impact of two important developments in 1955 quite outside the United Nations—the Bandung conference of Asian, Arab, and African states in the spring and the meeting of Heads of Government at Geneva in July. Asian, Arab, and African nations gave common expression at Bandung to their objectives in areas of mutual concern and derived from the conference a new confidence with which to pursue these objectives. The meeting at Geneva raised widespread hopes that the danger of war had receded and that some of the outstanding differences between the free and the Communist world might now be resolved. From the outset of the 10th Assembly session the easier atmosphere reflecting the “spirit of Geneva” led to emphasis on accommodation of views as between the two worlds.

These developments were reflected at the 10th General Assembly in three ways: by a loosening of free-world alignments; by an intensified pursuit by the smaller and less developed countries of objectives that raise conflicts within the free world; and by increased flexibility of Soviet-bloc tactics. The tone of Soviet-bloc statements continued the trend toward moderation begun in 1953.

One new case was brought before the Security Council in 1955. Early in the year New Zealand requested Council consideration of armed hostilities “in the area of certain islands off the coast of the mainland of China.” The Council held two meetings to consider this matter, but took no substantive action in view of the Chinese Communist refusal of the Council's invitation to participate in the discussion. The Council remained seized of the Kashmir dispute between India and Pakistan but did not consider it in 1955. U. N. observers continued to supervise the truce in this area where the general situation remained unchanged. As in 1954 the majority of Council meetings were concerned with developments in the Palestine area, there being a marked deterioration in relations between Israel and the Arab States during the year.

At the end of the year, the Council held a number of meetings to consider pending applications for U. N. membership. After the admission of 16 new members the Council held two meetings, the first as the result of a U.S. initiative, devoted exclusively to the Japanese application, which was again vetoed by the U.S.S.R. The Council also at the end of the year concurred in the 10th General Assembly's action deciding in principle to hold a Charter review conference and establishing a Committee of the Whole to report in 1957 to the 12th Assembly on the date and place of such a conference and on its organization and procedures.

DISARMAMENT

A new and promising approach was introduced in the 10-year-old disarmament negotiations on July 21, 1955, when President Eisenhower at the Geneva meeting of Heads of Government addressed himself primarily to the Soviet delegation in the following terms:

I have been searching my heart and mind for something that I could say here that could convince everyone of the great sincerity of the United States in approaching this problem of disarmament. I should address myself for a moment principally to the delegates from the Soviet Union, because our two great countries admittedly possess new and terrible weapons in quantities which do give rise in other parts of the world, or reciprocally, to the fears and dangers of surprise attack.

I propose, therefore, that we take a practical step, that we begin an arrangement, very quickly, as between ourselves—immediately. These steps would include:

To give to each other a complete blueprint of our military establishments, from beginning to end, from one end of our countries to the other, lay out the establishments and provide the blueprints to each other.

Next, to provide within our countries facilities for aerial photography to the other country—we to provide you the facilities within our country, ample facilities for aerial reconnaissance, where you can make all the pictures you choose and take them to your own country to study; you to provide exactly the same facilities for us and we to make these examinations—and by this step to convince the world that we are providing as between ourselves against the possibility of great surprise attack, thus lessening danger and relaxing tension. Likewise we will make more easily attainable a comprehensive and effective system of inspection and disarmament, because what I propose, I assure you, would be but a beginning.

This proposal, which the United States subsequently elaborated in the United Nations, remained in the forefront of disarmament negotiations during the latter half of 1955. It was given new impetus with the 10th General Assembly's adoption, with only the Soviet bloc opposed, of a resolution which, *inter alia*, urged that states concerned should continue their endeavors to reach agreement on a comprehensive disarmament plan and should, as initial steps, give priority to early agreement on and implementation of such confidence-building measures as the Eisenhower plan for exchanging military blueprints and mutual aerial inspection, the Bulganin plan for establishing control posts at strategic centers, and all such measures of adequately safeguarded disarmament as are now feasible.

U.S. Policy Review

The President's proposal at Geneva was a creative response to the fact that the pace of technological progress had introduced new dimensions to the problem of control, particularly in the nuclear

field, and that therefore a new approach to the problem was called for. Older plans for inspection and control of nuclear material, which were based on total accounting for production—past and present—had become technologically unrealistic. In the absence of international controls, it has been possible for a country interested in evading prospective international control to build up a hidden stock of nuclear weapons. Hidden weapons can be shielded in such a way as to be beyond the range of any presently known detection device. The impossibility of accounting fully by any presently known techniques for all past production of nuclear materials means that a significant amount of material may escape detection and be used for clandestine weapons production. With the passage of time, a crucial point had been reached at which this margin of error represented a dangerous potential in nuclear weapons.

Other technological changes as well had outmoded elements of older plans and earlier approaches to the control problem. The production of nuclear weapons material no longer needed to be concentrated in large, expensive plants. It could be produced in simpler installations in many areas. A relatively smaller amount of nuclear material could be made to produce greater yields of explosive power. The hydrogen bomb had entered the picture. Most revolutionary, however, was the change based on the cumulative effect of a decade of nuclear production proceeding under no international control. These presently insurmountable technical problems necessitated a new approach.

SPECIAL ASSISTANT FOR DISARMAMENT

For some time, several departments and agencies of this Government had been reviewing the U.S. position with respect to disarmament. The President on April 10, 1955, appointed Harold E. Stassen as Special Assistant to the President for Disarmament. Mr. Stassen set up a small staff to assist him, consisting of experts loaned by the Departments of State, Army, Navy, and Air Force, the Atomic Energy Commission, and the Central Intelligence Agency, and of a special research group.

One of the first moves of the Special Assistant for Disarmament was to ask a number of the most competent authorities in the United States to undertake a study of the requirements and methods of effective international inspection and control. Eight task forces were appointed to undertake a series of related studies as follows:

1. Inspection and control of nuclear materials, *Chairman*, Dr. Ernest Lawrence, Director of the University of California Radiation Laboratories, Livermore, Calif.

2. Aerial inspection and reporting, *Chairman*, Gen. James H. Doolittle (Retired), Vice President and Director of Shell Oil Company.

3. Inspection and reporting methods for army and ground units, *Chairman*, Lt. Gen. Walter B. Smith (Retired), Vice Chairman of American Machine and Foundry Company, assisted by Lt. Gen. Lucian K. Truscott (Retired).

4. Navies and naval aircraft and missiles, *Chairman*, Vice Adm. Oswald S. Colclough (Retired), Dean of Faculties, George Washington University.

5. Inspection and reporting methods for the steel industry, *Chairman*, Benjamin Fairless, former Chairman, U.S. Steel Corporation.

6. Inspection and reporting methods for power and industry in general, *Chairman*, Walker L. Cisler, President of the Detroit Edison Company.

7. Inspection and reporting of national budgets and finances, *Chairman*, Dr. Harold G. Moulton, former President of the Brookings Institution.

8. Communications, *Chairman*, Dr. James B. Fish of the Bell Telephone Laboratories.

Subcommittee of Five

While this review of U.S. disarmament policy was being carried forward, the Subcommittee of Five of the U.N. Disarmament Commission was again meeting in London, as it had in the spring of 1954.

That year, at the ninth General Assembly, something of a break appeared to have been achieved in the impasse on disarmament when the Soviet Union accepted an Anglo-French proposal of June 11, 1954, as a basis for further discussion. This proposal, which the United States generally supported, suggested a procedure for achieving disarmament under effective safeguards through a series of successive stages. The objective was to achieve an equitable and safe balance of conventional armaments at a low level and the complete elimination of nuclear armaments. The plan as a whole was predicated on the assumption that fully effective inspection and controls could be initiated from the start. It also was predicated on the assumption that an inspection and control system could guarantee the elimination of all nuclear weapons.

Following the Soviet statement of willingness to accept the Anglo-French proposals as a basis for discussion, the ninth General Assembly unanimously decided to suggest to the Disarmament Commission that its Subcommittee of Five (composed of the United States, Canada, France, the United Kingdom, and the U.S.S.R.) reconvene

to continue to seek in private an acceptable solution to the disarmament problem. The subcommittee met at Lancaster House in London from February 25 to May 18, 1955. The United States was represented in these discussions initially by Ambassador Henry Cabot Lodge, Jr., and then by Ambassador James J. Wadsworth.

FOUR-POWER PROPOSALS

In view of the uncertainties that had arisen about previous plans, the United States sought to focus the 1955 discussions of the Subcommittee of Five on general principles and on the crucial problem of control. In his opening statement in the subcommittee on March 1, Ambassador Lodge called attention to the effect on the control problem in particular and disarmament objectives in general of a decade of nuclear production with no international control. He said:

We are today confronted with the fact that for the past nine years the stocks of fissionable material have been steadily growing. This complicates the problem of control. The inherent difficulty of accounting fully for all past production of nuclear materials raises doubt that presently foreseeable plans can completely guarantee the elimination of all nuclear weapons.

During the course of the subcommittee's deliberations, the United States joined Canada, France, and the United Kingdom in submitting three papers reflecting its approach to the discussions:

(a) *General Views on the Timing or Phasing of a Disarmament Program*, a paper submitted on March 8 which restated and amplified the Anglo-French memorandum of June 11, 1954. The Anglo-French memorandum had provided for a freeze of armed forces and budgets; the reduction of conventional armed forces and armaments to agreed levels in two equal steps; and cessation of manufacture of nuclear weapons and other prohibited weapons upon completion of the first half of conventional reductions. Upon completion of the second half of conventional reductions three additional steps would follow: (i) the total prohibition and elimination of nuclear weapons, (ii) conversion of existing nuclear stocks for peaceful purposes, and (iii) total prohibition and elimination of all other prohibited weapons. The March 8 memorandum, cosponsored by the United States, further provided for an effective international control organ to guarantee compliance with each phase of the program. This organ would authorize the beginning of each stage of reductions and limitations only when it considered itself to be in a position effectively to enforce them.

(b) *General Principles To Govern Reductions in Armed Forces and Conventional Armaments*, introduced March 12. This paper set forth

the basic concepts that there should be an agreed level of forces that no state could exceed, so that no one would have armed forces strong enough to threaten seriously international peace; and that while in general no state should be entitled to increase its armed forces above the levels existing at the entry into force of the disarmament treaty, special arrangements would have to be made for certain states (such as West Germany and Japan) in order to reduce the possibility of aggression and avoid a disequilibrium of power dangerous to international peace and security. Conventional armaments would be reduced correspondingly to agreed levels necessary to maintain the reduced armed manpower permitted under the disarmament treaty, according to the paper.

(c) *Joint Draft Resolution on the Principles of Controls*, submitted April 21. This paper provided that the powers of a control organ should include powers to determine within the limits established by the treaty the details of the way in which a disarmament program is carried out; to insure that all installations, facilities, equipment, and materials, including nuclear materials, are disposed of or utilized as provided by the treaty; to organize and conduct field and aerial surveys; to carry out necessary research; and to take agreed measures to deal with violations of the treaty, short of enforcement action under the meaning of chapter VII of the U. N. Charter.

SOVIET PROPOSAL OF FEBRUARY 25

The position taken by the Soviet representative when the London meetings opened bore no resemblance to the Soviet position at the ninth General Assembly. On February 25, at the first meeting, the Soviet representative refused to discuss the Anglo-French proposal and put forward a Soviet proposal for immediate "destruction" of all nuclear weapons, without inspection and with no provisions for stopping nuclear-weapons production. Specifically, the Soviet proposal called for (1) a freeze on armed forces and armaments at levels existing on January 1, 1955, and a limitation of military budgets to 1955 levels; (2) the destruction of existing stocks of atomic and hydrogen weapons, but no guaranties against continued production of weapons since the inspection and control system would rely mainly on a paper promise to use atomic materials exclusively for peaceful purposes.

The other subcommittee members pointed out that the Soviet proposal would have the effect of eliminating the atomic strength of the United States while maintaining that of the U.S.S.R., based preponderantly upon conventional weapons. Moreover, since there was

no effective ban on future nuclear production, it would enable the U.S.S.R. to compete on relatively equal terms in building nuclear stockpiles. Although the Soviet Union proposed "to institute international control of the observance of this decision," its representative refused to answer questions designed to clarify this or other provisions of the Soviet proposal. The four other members of the subcommittee placed on record their views of the Soviet proposal in a *Declaration Opposing the Soviet Proposals of February 25*, introduced in the subcommittee on March 11.

SOVIET PROPOSAL OF MARCH 18

On March 18, the Soviet representative reversed his field and submitted a new draft resolution which now provided for reductions in conventional armed forces and armaments. As a first stage it called for a freeze of armed forces, armaments, and military appropriations at 1955 levels, to be followed by reductions in the conventional field to agreed "norms" in two equal steps, each to be carried out within a time limit of 6 months or 1 year. The complete prohibition of the use of atomic weapons, the cessation of their production, and the conversion of atomic material for peaceful purposes would be carried out simultaneously with the second half of conventional reductions. The proposal further provided that the first half of conventional reductions would be supervised by a temporary international control organ which would have the right to require states to provide necessary information on reductions made in this stage. A "standing" international control commission was provided to supervise both the atomic and conventional measures to be carried out in the second stage. This control organ would have "full powers of supervisions, including the power of inspection on a continuing basis to the extent necessary to insure implementation." A permanent staff of inspectors would have "unrestricted access, within the limits of the supervisory functions they exercise, to all establishments subject to control."

MAJOR POINTS OF DIFFERENCE

The ensuing debate between March 18 and May 5 served to define the following major points of difference between the Soviet Union and the other subcommittee members:

1. With respect to the definition of reductions to "agreed norms" as put forward in the Soviet proposal, the U.S.S.R. maintained there should be an identical percentage reduction for all major powers regardless of any disparity in the relative size of armies. The Soviet

representative refused to elaborate on this concept, other than to say that the U.S.S.R. favored major reductions and that these reductions should be proportional in character and should start at one-third.

The other subcommittee members favored a numerical reduction to agreed fixed levels, since the Soviet plan, by continuing the heavy imbalance of armed manpower and conventional arms in favor of the Communist world, would violate the principle of balanced reductions necessary to protect the security of all states. France and the United Kingdom on March 29 introduced a resolution proposing that their own forces be limited to 650,000 men each and those of the United States, U.S.S.R., and China to between 1,000,000 and 1,500,000 each. For other states, they proposed that the level of armed forces should in all cases be considerably lower than those established for the five permanent Security Council members. Finally, under this proposal no state could increase its armed forces above the levels existing at the time the disarmament treaty became effective, except that special arrangements would have to be made for certain specified states such as Germany and Japan.

2. The other subcommittee members pointed out that the application date of the freeze in arms budgets (1955) in the Soviet proposal was favorable to the U.S.S.R., which had just again increased its admitted military budget, and unfavorable to other states, which had lowered their military budgets. They further pointed out the indefinite character of a freeze based upon appropriations for the current year rather than upon a fixed known figure of actual expenditures in a past year.

3. The Soviet delegate objected because the four-power proposals did not set definite time limits for the carrying out of each phase of reductions. However, he at first refused to estimate how long it would take to carry out the entire program. Later he stated it could be done in 1 to 2 years—an impossibly short period of time if an effective control organ was to be established and manned adequately to insure compliance with the agreement.

While explaining that it was impossible to fix a definite time limit now because of the refusal of the Soviet representative to define the size of reductions contemplated and the nature of controls to be established, the other subcommittee members nonetheless tried to accommodate the Soviet view. On March 31 they introduced an amendment providing that the disarmament treaty should establish definite time limits subject to whatever extension might be necessary to permit the compliance of all states.

4. The Soviet representative contended that the four-power proposal of March 8 applied only to manpower levels and not to armaments, and that reductions in armaments were not accompanied by

corresponding reductions in military expenditures. While the sponsors of this proposal had previously explained that these points were indirectly covered by their proposal, they introduced an appropriate amendment on April 1 to meet these objections.

5. Although the Anglo-French plan had proposed a carefully phased relationship between conventional and nuclear disarmaments, the Soviet delegate claimed that it was designed to achieve conventional disarmament before disarmament in the nuclear field.

On April 19 the United Kingdom and France submitted a paper on *Principles Concerning Nuclear Disarmament*, designed specifically to meet this criticism. The paper stated that if the Soviet Union would agree to drastic reductions in conventional armaments as provided in the Anglo-French memorandum of March 29 and to the institution of an effective control system they would be prepared to advance the timetable for the prohibition of nuclear weapons to meet the Soviet position halfway, i. e., when 75 percent of conventional arms reductions have been completed.

6. The most important issue between the Soviet representative and the other members of the subcommittee was that of the powers and functions of the control organ, a crucial problem since the effectiveness of any disarmament program depends on the ability of the control organ to check on the implementation of the commitments made. Canada, France, the United Kingdom, and the United States had set forth their views on this problem in the April 21 draft resolution on the general principles of control, described above. It was impossible, however, to elicit from the Soviet representative a meaningful statement of the functions and powers of the control organ envisaged by the Soviet Union.

SOVIET PROPOSAL OF MAY 10, 1955

The Soviet Union put forward another proposal on May 10, reversing its line in the subcommittee for the second time. This proposal incorporated a number of ideas advanced by other subcommittee members. It accepted the force levels proposed by France and the United Kingdom for the five major powers and abandoned Soviet insistence on one-third across-the-board reductions. It accepted the Anglo-French proposal of April 19, 1955, under which the elimination of atomic weapons would take place concurrently with the final 25-percent reduction of conventional weapons rather than after the first 50-percent reduction of conventional weapons as the U.S.S.R. had previously proposed. It called for cessation of nuclear-weapons tests as part of the prohibition of nuclear weapons.

The Soviet proposal, however, seemed conditioned on acceptance of previous Soviet proposals for major political settlements, including prior elimination of U. S. foreign bases. While it proposed "in order to prevent a surprise attack" the establishment by an international control organ of "control posts at large ports, at railway junctions, on main motor highways and in aerodromes . . . to ensure that no dangerous concentration of military land forces or of air or naval forces takes place," neither this nor any other part of the Soviet proposal provided a reliable or effective inspection system. It would have effectively denied the free world use of atomic weapons in defense against aggression by subjecting their use to Soviet veto in the Security Council, and it proposed elimination of nuclear weapons without providing adequate means of verification.

The Soviet Union in its May 10 proposal clearly recognized the danger of mounting nuclear stockpiles and the necessity of guarding against surprise attack in these words:

. . . There are possibilities beyond the reach of international control for evading control and for organizing the clandestine manufacture of atomic and hydrogen weapons, even if there is a formal agreement on international control. In such a situation, the security of states signatories to the international convention cannot be guaranteed, since the possibility would be open to a potential aggressor to accumulate stocks of atomic and hydrogen weapons for a surprise atomic attack on peace-loving states.

The Soviet proposal, however, while recognizing the impossibility of effective control, continued to call for elimination of nuclear weapons.

On May 18, the Subcommittee of Five adjourned its London meetings "in order to give the Five Governments represented on the Subcommittee an opportunity to consider the situation now reached and the progress made since the talks began on 25 February," and agreed to meet in New York on June 1. At this New York meeting it discussed its future work program and decided to resume its deliberations following the meeting of the Heads of Government at Geneva.

Disarmament Proposals at the Geneva Meeting

The Geneva meeting marked the beginnings of a new pragmatic approach to the disarmament problem in recognition of changed technology and circumstances.

The U.S. reaction to the changed technological situation was first to intensify research for a scientific breakthrough that would overcome the technical deficiencies in our ability to exercise complete control over nuclear weapons. Second, this Government began a

Careful examination of all possibilities for interim measures that would increase the security of all states even while armaments were retained. The result was President Eisenhower's proposals for mutual exchange of military blueprints and aerial reconnaissance between the United States and the U.S.S.R., which concentrated on the danger of surprise attack and on means of detecting military preparations including the delivery of nuclear weapons. The proposals were based on the fact that major aggression is less likely if the aggressor is deprived of the advantage of surprise, and that it is most improbable that preparation for an attack of such magnitude could be concealed from aerial inspection. The plan was further designed to provide practical experience in many of the control measures required to supervise a disarmament agreement. More important, it sought to promote that international confidence that is indispensable to a disarmament agreement. Given such a safeguard against surprise attack, a realistic beginning would have been made for subsequent steps toward a comprehensive system of reduction of armaments and armed forces under effective inspection.

The United Kingdom at Geneva likewise advanced a proposal designed to facilitate mutual confidence and development of a comprehensive and effective inspection plan. The United Kingdom proposed that, as a means of increasing mutual confidence in Europe, consideration should be given to the establishment of a system of joint inspection of the forces now confronting each other in Europe. In specified areas of agreed extent on either side of a line dividing Eastern and Western Europe, joint inspection teams would operate by mutual consent.

The French proposed a step toward development of controls and sanctions in regard to disarmament based on financial and budgetary information. The French proposal called for an agreed reduction in the amount of military expenditures, the financial resources thus made available to be allocated, either in whole or in part, to international expenditure for mutual aid.

The Soviet Union, despite its apparent agreement in its May 10 proposals on the basic importance of inspection and control, offered nothing new in this regard at Geneva. Marshal Bulganin did, however, undertake to study the President's proposal carefully.

Resumption of Subcommittee Discussions

The Subcommittee of Five reconvened in New York on August 29, 1955. The United States was represented at the New York meetings of the subcommittee by Harold E. Stassen, Special Assistant

to the President for Disarmament, who on August 5 had been appointed Deputy to Ambassador Lodge on the Disarmament Commission. During these meetings further details were provided by the United States, the United Kingdom, and France on the proposals they had put forward at Geneva. Representatives of these three states and Canada reemphasized the significance of the problem of control.

ELABORATION OF THE PRESIDENT'S PLAN

The United States at these meetings spelled out how the President's plan would operate in practice. U.S. representative Harold E. Stassen explained that the information to be exchanged would include first, the identification, strength, command structure, and disposition of personnel, units, and equipment of all major land, sea, and air forces; second, a complete list of military plants, facilities, and installations, with their locations. Comparable information would be furnished simultaneously by the United States and the U.S.S.R. Freedom of communications for inspecting personnel would be assured. The heart of the plan, it was explained, was unrestricted, but monitored, reciprocal, aerial inspection by visual, photographic, and electronic means. Personnel of the country being inspected would have the right to be aboard the aircraft.

The United States on August 30 submitted an outline for the implementation of the President's plan. Indicating that details were subject to negotiations within the principles stated by the President, the paper elaborated for purposes of negotiation the plan's terms of reference, its underlying concept, and an outline of procedures. It listed among the elements of information considered essential to preclude surprise attack to be sought by an exchange between the governments and to be verified and maintained under surveillance: weapons and delivery systems suitable for surprise attack, transportation and telecommunications, armed forces, structure and positioning of armed forces, and additional facilities mutually agreed upon by the United States and the U.S.S.R.

The paper outlined a procedure for an exchange of "blueprints" of military establishments, showing the deployment of forces and the locations of installations and facilities by geographical coordinates and for time phasing of exchanges to assure simultaneous delivery of similar types of information by each government and completion of verification by each side before progressing to a subsequent phase. For verification of blueprints of military establishments, the paper provided that arrangements would be made for the posting of on-the-spot observers with operating land, sea, and air forces at their sup-

porting installations and at key locations as necessary. The paper suggested that each sublist of military installations include the designation of one or more airfields or bases at which facilities would be made available for support of the aerial reconnaissance aircraft and crews.

As checks and controls, the memorandum provided that procedures would be established for designation of ports of entry and egress for incoming and departing observers and reconnaissance aircraft; for clearance of incoming and departing observers; for check and identification of observers and reconnaissance aircraft, personnel, and equipment; for orientation of observers and reconnaissance personnel; and for air-traffic control of inspecting aircraft by the host government.

Later, on October 7, the United States introduced a memorandum supplementing this outline plan. It was designed to clarify issues that had arisen in the negotiations. The memorandum set forth the U.S. position and factors underlying that position with respect to the importance of an inspection and control system in a disarmament program, and the difficulties of assuring by effective inspection and control that all nuclear weapons are eliminated. It also set forth U.S. views on what should be done in light of this background, elaborating President Eisenhower's proposal in this context and describing the relationship of this step to the reduction of the burden of armaments.

The Soviet Union claimed to be concerned that foreign bases were not covered and that aerial reconnaissance was not adequate without ground observation. Some states expressed the view that provisions should be made for participation of other nations with important military strength. The U.S. delegation made clear its belief that, since the United States and the U.S.S.R. admittedly possess the major proportion of the most dangerous weapons, the greatest danger could be averted by agreement between these two states without waiting for agreement by other powers. The delegation stated, however, that the agreement between the Soviet Union and the United States could also provide for the adherence and participation of other countries on an equitable basis, once the plan was in operation.

FRENCH AND BRITISH PROPOSALS

France on September 2 submitted a working paper containing proposals concerning the structure of an international disarmament organization to supervise, coordinate, and verify the fulfillment of the provisions of a disarmament agreement. In the subcommittee negotiations, a major point of difference with the U.S.S.R. had been a Soviet demand for an automatic transition at fixed dates from the

initial to subsequent stages in the application of measures for reductions of manpower and conventional armaments and the elimination of nuclear weapons. The other subcommittee members maintained that the transition from one stage to the next should be conditional upon verification by the control organ of the fact that agreed steps of the preceding stage had been completed in good faith by all countries. The French working paper was designed to provide a basis for reconciling the two positions. It combined provisions for verification with provisions that would make it impossible for states arbitrarily to block progression from one stage to the next. The organization would comprise four organs: (1) a general assembly of all state parties signatory to the convention on the regulation, limitation, and reduction of all armed forces and armaments, (2) a permanent committee of 15 members, (3) a council of jurists, and (4) a control administration.

The French paper provided for automatic transition from one stage to the next unless the control administration reported a failure to comply fully with the measures of the preceding stage. Such a finding would be subject to review by the other two widely representative organs, and disputes would be referred to the Council of Jurists.

On the same date France submitted a working paper containing proposals concerning the powers and duties of the control administration at each stage of proposed reductions of armed forces and conventional armaments.

The United Kingdom on September 13 introduced a memorandum on the control organ setting forth its rights of inspection and supervision, the methods of control, and the objects to be controlled. The general rights of the control organ, its rights in connection with a proposed freeze of levels of armed forces, and its rights at each of two stages of reduction of forces were separately defined. The Soviet May 10 proposals had provided that a control organ should have access to "objects of control" but the Soviet delegation had refused to specify these objects. The British memorandum represented primarily an effort to define objects to be controlled.

On October 6, France also submitted a working paper concerned with the objects that should be subject to control, proposing, in the interest of compromise, an alternative version of the provisions in its September 2 memorandum.

The next day the subcommittee approved and submitted to the Disarmament Commission a report of its work to that date. Following the Geneva meeting of Foreign Ministers, the Commission, on November 25, 1955, decided to take note of the subcommittee's report and to transmit it, together with the verbatim records of both the Commission and the subcommittee, to the tenth General Assembly and to the Security Council for their consideration.

Correspondence Between President Eisenhower and Marshal Bulganin

Marshal Bulganin addressed a letter to President Eisenhower on September 19, 1955, in which he raised questions about the President's plan and repeated the earlier Soviet suggestion of an approach to the problem by control posts at major ports, railway junctions, main highways, and airdromes. In the President's interim reply of October 11, he emphasized again that his Geneva proposal was intended to bring about a concrete show of a spirit of nonaggressiveness and so to create a fresh atmosphere dispelling much of present fear and suspicion. This, he pointed out, would make it possible to progress on comprehensive plans for inspection, controls, and reductions of armament. If acceptance of the Bulganin plan for inspection teams at key points would help to create this better spirit, the President stated the United States could accept that too.

Geneva Foreign Ministers Meetings

Disarmament was one of the four agenda items at the Geneva meetings of Foreign Ministers held October 27 to November 16, 1955. The Heads of Government had agreed in July to work together through the Disarmament Subcommittee to develop an acceptable system of disarmament, and the Foreign Ministers at their Geneva meeting were given what might be called a watching and supporting role. Further discussion there, however, did not produce agreement. The U.S.S.R. rejected a proposed Four-Power Declaration on Disarmament submitted by the United Kingdom on behalf of itself, the United States, and France. Under this declaration, the four Foreign Ministers would have expressed their agreement on certain basic factors in the approach to a comprehensive program for disarmament. They would then have proposed, as a "prelude" to such a program, that the states concerned "agree promptly to put into early operation, in order to help prevent a surprise attack," the President's proposal for an exchange of military blueprints and aerial inspection and Marshal Bulganin's proposal for the establishment of control posts at key points. The four Foreign Ministers would further have proposed that the "states concerned" should also agree to arrange for the exchange and publication of information on military expenditures and budgets and to study how best to gain practical experience with the problems of inspection and control, as had been suggested by the French and the British Prime Ministers, respectively.

Soviet Foreign Minister Molotov rejected the President's plan as an initial step, even though Secretary of State Dulles made it clear that if the proposal were accepted by the Soviet Union the United States would be prepared to proceed promptly so far as it was concerned to negotiate both with the other sovereign states involved and with the Soviet Union for the appropriate extension, on a reciprocal, equitable basis, of the President's plan and of Marshal Bulganin's control-posts proposal to overseas bases and to the forces of other countries. The Soviet Union did, however, indicate willingness to consider the concept of aerial photography as one of the forms of control to be considered, as Mr. Molotov put it on November 10, "at the concluding stage of the implementation of measures to reduce armaments and prohibit atomic weapons."

General Assembly Consideration

In his address of September 22, 1955, before the General Assembly, Secretary of State John Foster Dulles said, "Long experience makes it apparent that, when there is a sense of insecurity, when there is an ominous unknown, then arms seem needed and limitation of armaments becomes virtually unattainable."

"It was, I believe," the Secretary continued, "immediately sensed by all that if the United States were to permit Soviet overflights of its Territory and if the Soviet Union were to permit the United States overflights of its Territory, that would go far to show that neither had aggressive intentions against the other. Then, as President Eisenhower pointed out in his plea at Geneva, it would be easier to move on to a comprehensive, scientific system of inspection and disarmament. The essence of the President's proposal was that it would, as a beginning, do what is required of a beginning: namely, make it more possible to take subsequent steps.

"I hope that the sentiment of this General Assembly will make clear that this beginning should be made as simply as may be and as quickly as may be."

On September 30, the 10th General Assembly decided to include on its agenda and to refer to its Political Committee the item "Regulation, limitation and balanced reduction of all armed forces and all armaments. Conclusion of an international convention (treaty) on the reduction of armaments and the prohibition of atomic, hydrogen and other weapons of mass destruction: the report of the Disarmament Commission." Subsequently, on November 28, the Political Committee decided that this item and that proposed on September 23 by the U.S.S.R. ("Measures for the further relaxation of inter-

national tension, and development of international cooperation") should be considered concurrently. The committee began its discussion of disarmament on November 30.

Canada, France, the United Kingdom, and the United States on December 2 submitted a joint draft resolution under which the General Assembly would, *inter alia*, note "that agreement had not yet been reached on the rights, powers and functions of a control system which is the keystone of any disarmament agreement" and "that special technical difficulties have arisen in regard to the detection and control of nuclear weapons material." The Assembly would recognize "further that inspection and control of the limitation and reduction of armaments can best be achieved in an atmosphere which is free of fear and suspicion." It would then urge that the states concerned, and particularly those on the Disarmament Subcommittee (a) continue to seek agreement on a comprehensive disarmament plan and (b) give priority to (i) early implementation of such confidence-building measures as President Eisenhower's plan for exchanging military blueprints and mutual aerial inspection and Marshal Bulganin's plan for establishing control posts at strategic centers; and (ii) early agreement on such measures of an adequately safeguarded disarmament plan as are now feasible. The Assembly would suggest that account should also be taken of the proposals of the French Prime Minister for exchanging and publishing information regarding military expenditures and budgets and of the British Prime Minister for seeking practical experience in dealing with the problems of inspection and control. The Assembly would recognize further that scientific search should be continued by each state, with appropriate consultation between governments, for methods that could make possible thoroughly effective inspection and control of nuclear-weapons material, thus facilitating agreements on general nuclear disarmament. Finally, the Assembly would suggest that the Disarmament Commission reconvene its subcommittee and that they both pursue their efforts to attain the above objectives, and would decide to transmit to the Disarmament Commission, for its information, the records of the meetings of the Political Committee at which the disarmament problem was discussed, and express the hope that the Disarmament Commission and the subcommittee would give careful consideration to the views expressed in those documents.

A draft Soviet resolution was introduced on December 5 which was identical with one whose circulation was requested by the U.S.S.R. on September 23. It called on the General Assembly to (1) note "with satisfaction the efforts made by States, particularly of late, to relax international tension, to promote mutual confidence and to develop cooperation among nations," in particular, the Geneva

conference, the Bandung conference of Asian and African countries, and the development of contacts between the political leaders of states; (2) call upon governments to continue these efforts; (3) attach particular importance to the consideration of proposals designed to put an end to the armaments race and to settle outstanding international problems through negotiations, and specifically to the Soviet proposals of May 10 and July 21, 1955, the U.S. general plan for the implementation of the President's July 21 proposals, the proposals introduced at Geneva by the United Kingdom and by France, and pertinent proposals by other states; and (4) "consider these and other possible proposals, regarding as its principal tasks the removal of the threat of a new war, the achievement of security and confidence in the future and the creation of conditions for a peaceful and tranquil life of peoples throughout the world."

DISCUSSION OF FOUR-POWER TEXT

In his opening statement for the United States on December 5, Ambassador Lodge identified inspection and control as the central issue in disarmament and stated that "this is the issue which has divided the Soviet Union from the overwhelming majority in the United Nations ever since 1946. Meanwhile, the problem has become steadily more difficult and more urgent. Because production of nuclear weapons material has been uncontrolled for 10 years, and because hidden stocks cannot be detected by presently known scientific means, the point has now been reached where the older plans for inspection are unrealistic."

Ambassador Lodge pointed out that this situation created the need for two things: "an intensive review of the inspection problem; and some new and radical conception which would offer the world time, security, and confidence while it tackled the problem."

In statements before the committee Ambassador Lodge placed primary emphasis on President Eisenhower's Geneva proposals. The heart of the plan, he said, is unrestricted, but monitored, reciprocal, aerial inspection by visual, photographic, and electronic means. Stating that modern aerial reconnaissance has phenomenal capabilities, he pointed out that two standard jet photoplanes can photograph a band of terrain 490 miles wide and 2,700 miles long, the distance from New York to Los Angeles, in only 2 hours. He explained that since we can no longer keep track of all nuclear munitions the plan focuses on controlling the means for delivering them in war and is designed primarily to provide against great surprise attack. The President's plan, he said, would provide practical experience in many of the con-

trol measures required to supervise a disarmament agreement, and more important, it would promote that international confidence that is indispensable to such an agreement.

In reply to the Soviet objection that the President's plan had nothing to do with reductions in armed forces, Ambassador Lodge assured the committee that the United States intends that the plan should be part of the task of stopping the arms race and reducing armaments. To this end the United States had cosponsored a resolution that couples the plan with earliest possible agreement upon every kind of disarmament that can presently be supervised and guaranteed by adequate inspection. The United States does not believe, however, the Ambassador said, that the President's plan need necessarily wait upon agreement and execution of arms reductions; what it would like to see would be both together, Ambassador Lodge explained.

In response to the Soviet criticism that the United States had reserved some of its earlier positions pending completion of studies in progress, Ambassador Lodge stated, "It is true that we are appraising past theories in the light of changing political and scientific conditions. It is true that we believe that whatever may be eventually agreed with respect to levels of armed forces or the reductions of conventional weapons will have to be calculated in relation to what can be done about nuclear weapons. In a field so complex, dynamic and dangerous, we cannot afford to be doctrinaire. Each country has a positive obligation to test and revise its policies constantly. We believe that this is an honest and logical course of action."

The significance of the approach embodied in the resolution cosponsored by the United States was discussed by Ambassador Lodge in the course of the deliberations of the committee. "Until success rewards the scientific search recommended," Ambassador Lodge stated, "and until fully adequate inspection and control is agreed, in place and operating, nuclear weapons cannot be totally eliminated." The resolution "directs us to continue to seek agreement on a comprehensive plan, which will accord with the goals of last year's resolution," he explained. "When elimination of nuclear weapons can be effectively controlled, this can be provided for in a comprehensive plan, but not before," he stated. The approach of the resolution "is that we do all that can be done now, even while we continue to work toward comprehensive disarmament in accordance with the ultimate goals expressed in last year's resolution, and while we tackle the scientific barriers and the barriers of international distrust which block solution of the problem of comprehensive disarmament." In accordance with this approach, Ambassador Lodge pointed out, the resolution "requested the governments concerned to start now to carry out the Eisenhower and Bulganin plans."

The four-power draft resolution, revised by the sponsors to take into account certain proposals made during the debate, was approved by the Political Committee on December 12 by a vote of 53 to 5. There were no abstentions, and the only negative votes were those of the Soviet bloc. Previously, the committee had rejected various amendments to the four-power text, including a series introduced by the U.S.S.R. and Indian and Syrian proposals to enlarge the Disarmament Commission.

Many of the representatives who participated in the debate, including those of Argentina, Belgium, Brazil, Egypt, Israel, Lebanon, the Netherlands, Norway, Pakistan, and Turkey, considered that emphasis should be placed on what was immediately achievable.

The Belgian representative stated that the primary problem was whether, in the absence of a complete program of disarmament, nothing was to be done. The alternative was to look for measures capable of immediate implementation, no matter how limited, including measures capable of facilitating the fulfillment of a disarmament program.

What was required, in the view of the Brazilian representative, was a plan that could be immediately implemented and lead to the lessening of international tension.

The representative of Pakistan stated that while there was an impasse on nuclear armaments, a large measure of disarmament was still feasible which might transform the international situation.

It was not necessary, the Egyptian delegate stated, that agreement should be total and cover all points immediately; it was sufficient to aim at agreement on as much as possible as soon as possible in order that confidence should take root. Should the world be able to channel the savings that disarmament would produce to peaceful purposes, the repercussions would be felt in all areas of life and there could be true progress in international relations as living standards rose throughout the world.

The committee-recommended resolution was adopted in plenary on December 16 by a vote of 56 to 7, with no abstentions. Again, the only states voting negatively were those of the Soviet bloc, which now included Rumania and Hungary.

The resolution as finally approved contained two substantive elements not included in the original four-power draft. India had introduced a resolution under which the General Assembly would request "all the states concerned to initiate negotiations to effect suspension of experimental explosions of nuclear and thermo-nuclear weapons and to report progress to the Disarmament Commission at an early date," and would request the Disarmament Commission "to submit proposals without delay for the establishment of an armaments truce." The

sponsors of the four-power draft revised their text to suggest that account should be taken of this proposal along with the British and French proposals made at Geneva. They also added a paragraph proposed by Costa Rica, Mexico, and Pakistan, calling upon the states concerned and particularly those on the Disarmament Subcommittee to study the French proposal "for the allocation of funds resulting from disarmament for improving the standards of living throughout the world and, in particular, in the less-developed countries." Otherwise, the final text of the resolution was substantively the same as that originally introduced.

SOVIET DRAFT RESOLUTION

The United Kingdom proposed and the Political Committee decided on December 12 not to vote on the Soviet omnibus resolution on the relaxation of tensions. Forty states voted in favor of this British motion. The U.S.S.R. reintroduced its draft resolution in plenary but withdrew it after the British again moved that no vote be taken on the resolution. In proposing this, the United Kingdom pointed out that it was redundant, and that every sentence had been fully dealt with already.

PEACEFUL USES OF ATOMIC ENERGY

Achievement of the goals set by President Eisenhower in his address to the General Assembly on December 8, 1953, on "Atomic Power for Peace," was advanced during 1955 through both multilateral and bilateral programs initiated by the United States.

In his address President Eisenhower proposed the establishment of an international atomic energy agency and declared ". . . the United States pledges before you—and therefore before the world—its determination to help solve the fearful atomic dilemma . . . to devote its entire heart and mind to find the way by which the miraculous inventiveness of man shall not be dedicated to his death, but consecrated to his life."

On August 22, 1955, a draft statute for an International Atomic Energy Agency, drawn up by Australia, Belgium, Canada, France, Portugal, the Union of South Africa, the United Kingdom, and the United States, was circulated for comment to all states members of the United Nations or its specialized agencies. Negotiations begun in 1954 to establish such an agency had been protracted by

efforts to persuade the Soviet Union to change its negative attitude. The U.S.S.R. accepted the draft statute as a basis for future negotiations on October 1, 1955, though it suggested several substantial amendments.

An historic international technical conference on the peaceful uses of atomic energy was held under U.N. auspices in Geneva, Switzerland, from August 8-20, 1955, with 73 states attending. This conference had its origins in an announcement on April 19, 1954, by the Chairman of the United States Atomic Energy Commission, Lewis S. Strauss, in a speech at Los Angeles of "the President's intention to arrange . . . an International Conference of Scientists." Consideration of many aspects, both national and international, of this proposed conference led the United States to conclude that the conference should be sponsored and conducted by the United Nations. Accordingly, Secretary of State John Foster Dulles, in his opening address to the ninth session of the General Assembly on September 23, 1954, formally proposed, and the Assembly accepted, U.N. sponsorship of the conference.

The U.S. bilateral program of assistance in the "peaceful uses" field, as first outlined in the Secretary's address on September 23, 1954, and as later augmented and implemented, included in 1955—

1. a commitment to make an additional 100 kilograms of special nuclear material available for use by other nations in research reactors; availability of the initial 100 kilograms had been announced on November 14, 1954;

2. the opening of a school of nuclear science and engineering to students from abroad;

3. an invitation to medical and surgical experts from abroad to visit cancer hospitals and research institutions where atomic energy is used in research and therapy;

4. the conclusion of 24 bilateral agreements for cooperation with other nations to cover assistance from the United States in the construction and fueling of research reactors;

5. an offer of assistance in the development of an Asian nuclear center to include a research reactor and possibly a power reactor for training purposes; and

6. approval of over 40 unclassified technical atomic energy libraries for presentation to other countries on request.

International Atomic Energy Agency Negotiations

By midsummer 1955, the negotiations between the United States and the other seven states named above, exclusive of the U. S. S. R.,

had resulted in agreement on a draft statute for the proposed International Atomic Energy Agency. These negotiations had been initiated in 1954, and had been endorsed unanimously by the General Assembly at its ninth session. Over the same period the United States had continued its separate negotiations with the Soviet Union in the hope that the latter would eventually join in establishing the agency, and on July 29, a copy of the agreed draft statute was forwarded to the Soviet Union for comment. On August 22 copies of the draft statute were distributed for comment by the United States, acting on behalf of the group of negotiating states, to the 60 states members of the United Nations and to the 24 states that, though not members of the United Nations, were members of one or more of the specialized agencies. These 84 states were the ones that, according to the statute, would be eligible for initial membership in the agency.

The United States and the other negotiating states were motivated in these efforts by a desire to bring this international agency into being as rapidly as possible. To facilitate the attainment of this objective the first draft statute postponed many decisions on controversial matters until after the agency had come into existence. The draft statute was designed to provide a broad constitutional framework which would allow for growth in any direction that might prove desirable. Thus, the draft statute did not take up such potentially controversial problems as the location of the headquarters of the proposed agency, nor did it attempt to decide, in advance, the extent to which the agency would initially carry out all of the functions for which it was being established. One major limitation on the functions of the agency included in the draft statute, was, of course, that it must concern itself solely and strictly with the peaceful uses of the atom.

TECHNICAL DISCUSSIONS WITH THE U.S.S.R.

In the exchange of communications between the United States and the Soviet Union on the proposed agency, the latter had expressed concern over the problem of preventing the diversion of fissionable materials from peaceful to military uses. The United States, however, believed that such diversion could be prevented by controls incorporated into the agreement between the agency and the governments receiving assistance. Accordingly, the United States suggested to the Soviet Union that a technical meeting on safeguarding the peaceful uses of atomic energy be held. This meeting was held in Geneva from August 22 to August 27, immediately following the United Nations Conference on Peaceful Uses of Atomic Energy in order to take ad-

vantage of the presence of the qualified scientists attending this conference. Six governments participated: Canada, Czechoslovakia, France, the United Kingdom, the U.S.S.R., and the United States. Dr. I. I. Rabi, Chairman of the Atomic Energy Commission's General Advisory Committee and Higgins Professor of Physics at Columbia University, represented the United States at these meetings. The discussions were strictly technical, and included an exchange of ideas on the techniques of safeguarding the peaceful uses of atomic energy.

U.N. Conference on the Peaceful Uses of Atomic Energy

The United Nations Conference on the Peaceful Uses of Atomic Energy made a genuine contribution toward worldwide cooperation to place atomic energy at the service of all nations.

The amount of the scientific and technical information exchanged is shown by the fact that it will take 16 volumes to publish the proceedings, a task that the United Nations is now undertaking. The scientists who participated agreed that the quality of the papers submitted and of the discussions was equal to that of the best scientific forums. The spirit of cooperation and friendliness among the delegates of all nations was one of the most noteworthy aspects of the conference. A measure of the conference's success in all these particulars was the unanimity of the response to President's Eisenhower's hope, communicated by the chairman of the U.S. delegation, Admiral Strauss, on August 16 at Geneva, that another international conference on the peaceful uses of atomic energy would be held within 2 or 3 years.

Though it will not be possible for some time to appraise fully the total scientific results of the conference, the following accomplishments can be cited with confidence:

1. The exchange of information, and the friendly interest among the conference participants, opened the way for worldwide communication among nuclear scientists and engineers. The stimulation of these contacts and the access to new and broader information provided an opportunity for the inventive imagination of the world of science to explore, to discover, and to develop new knowledge for the benefit of nations.

2. Great quantities of scientific and technical information, some of which had never before been made generally available, were freely exchanged among the delegates. All nations participating in the conference learned new facts. Countries on the brink of wide atomic development will consequently be able to plan ahead with greater confidence. Nations still without atomic programs have acquired a

workable basis for determining what they can best undertake and how to go about it.

3. Through the full reports on the conference which were widely carried by the news services of the world, people everywhere had the opportunity to learn of the many useful and constructive purposes to which atomic energy can be applied for their betterment and welfare.

4. The volume and quality of scientific information reported by the United States concerning the harnessing of atomic energy for the welfare of man and its willingness to share this knowledge with others was a further indication of the deep U.S. interest in furthering international peace and in the aspirations of mankind for a better life.

ORGANIZATION AND PROCEEDINGS

The conference was held at the Geneva headquarters of the United Nations, the Palais des Nations. Invitations were issued by the Secretary-General acting on the advice of an Advisory Committee established by the ninth General Assembly and consisting of representatives appointed by seven nations: Brazil, Canada, France, India, the U.S.S.R., the United Kingdom, and the United States. The United States was represented on this Advisory Committee by Dr. I. I. Rabi.

Included with the invitations were the rules of procedure governing the conduct of the conference and a topical agenda constituting the program of the conference. The rules of procedure were designed to facilitate organization of the conference in as simple and precise a manner as possible so as to make it feasible to handle the great volume of information presented in the limited time available. They were also designed to keep the conference focused strictly on technical and scientific discussions and to prevent the intrusion of political issues into its proceedings. Officers of the conference were named by the Secretary-General on recommendations from the Advisory Committee and were affirmed by acclamation at the conference's opening session.

The officers of the conference were:

President	Dr. Homi J. Bhabha (India)
Vice Presidents	Gen. Bernardino C. de Mattos (Brazil)
	Dr. W. B. Lewis (Canada)
	Prof. Francis Perrin (France)
	Academician D. V. Skobel'tzin (U.S.S.R.)
	Sir John Cockcroft (U.K.)
	Dr. I. I. Rabi (U.S.)
Conference Secretary General	Prof. Walter G. Whitman (U.S.)
Conference Deputy Secretary General	Dr. Viktor S. Vavilov (U.S.S.R.)

The agenda of the conference was balanced between eight half days of plenary sessions, which dealt with such broad subjects as future needs for energy, the economics of atomic energy, programs of international cooperation and scientific education, and 52 technical sections. These dealt with such specialized subjects as research and power reactors; reactor theory; reactor physics; fuel elements; fissionable products and their extraction; raw materials exploration and processing; waste disposal and health protection; the use of radioactive materials in diagnosis and therapy, in industry, and in agriculture; and the production, handling, and use of radioisotopes. A total of 1,067 technical and scientific papers were submitted to the conference by 23 of the participating nations, 3 U.N. specialized agencies (the World Health Organization, the Food and Agriculture Organization, and the United Nations Educational, Scientific and Cultural Organization), and by the United Nations itself. The United States submitted 513 of these papers or about 48 percent of the total. One hundred and seventy-eight U.S. papers were among the 450 papers selected for oral presentation and discussion during the conference.

In addition to the general and technical sessions of the conference, a series of 10 evening lectures was scheduled in which leading men of science discussed matters of general scientific or public interest. Scientists from the United States delivered 4 of these lectures. Nine technical exhibits were placed in and about the Palais des Nations. The United States not only had a technical exhibit at the Palais but demonstrated an actual operating reactor on the Palais grounds. A commercial trade fair was held simultaneously at the Palais des Expositions in downtown Geneva. The United States sponsored an educational "Atoms for Peace" exhibit at the downtown exhibit, and U.S. commercial and industrial organizations made independent arrangements for their participation. On the final day of the conference the United States presented to the United Nations a reference and depository library which was a part of the U.S. Technical Exhibit at the conference and is similar to the libraries that have been approved by the Atomic Energy Commission for presentation to over 40 countries. On that day also, Chairman Strauss signed over by sale to the Swiss Government the research reactor which constituted a principal and, by all odds, the most popular part of the U.S. Government exhibit at Geneva.

REPRESENTATION

Seventy-three nations, members of the United Nations or of its specialized agencies, and eight specialized agencies had official dele-

gations at the conference: a total of 1,428 delegates. In addition to 902 representatives of news services and other information media, there were 1,334 official observers, principally from nongovernmental organizations, academic institutions, and industrial concerns.

Each participating nation was entitled to appoint five representatives who could be accompanied by technical advisers and other staff as required. Besides Adm. Lewis L. Strauss, the other U.S. representatives were Dr. Willard F. Libby, Atomic Energy Commissioner and Vice Chairman of the delegation; Dr. Rabi; Dr. Detlev W. Bronk, President of the National Academy of Science and President of the Rockefeller Institute for Medical Research; and Dr. Shields Warren, Scientific Director, Cancer Research Institute, New England Deaconess Hospital.

The U. S. delegation also included eight congressional advisers, all of them members of the Joint Congressional Committee on Atomic Energy. They were Senator Clinton B. Anderson, *chairman*; Senators John O. Pastore, Bourke B. Hickenlooper, and John W. Bricker; and Representatives Carl T. Durham, Chet Holifield, W. Sterling Cole, and Carl Hinshaw.

General Assembly Action

The 10th General Assembly had on its agenda, a two-part item concerned with the peaceful uses of atomic energy—The International Conference on the Peaceful Uses of Atomic Energy: Report of the Secretary-General and Progress in Developing International Cooperation for the Peaceful Uses of Atomic Energy: Reports of Governments. The United States on August 18 had requested inclusion of the second part of this item on the agenda, pointing out that “significant progress” had been made toward the establishment of an International Atomic Energy Agency and that international cooperation in the field of peaceful uses had been “advanced by various States through programmes of cooperation in developing regional and national efforts to promote the peaceful uses of the atom.” Sixteen meetings of the Assembly’s Political Committee, from October 7–28, 1955, were devoted to a discussion of the peaceful-uses item.

The committee had before it a joint U.S.–U.K. draft resolution of October 6, which covered both parts of the item and with which Australia associated itself on October 7; two draft resolutions treating the two parts of the item separately, which were submitted by India on October 6 and later cosponsored by Yugoslavia, Burma, Egypt, Indonesia, and Syria; and a Soviet draft resolution concerning the item as a whole, which attempted to relate the peaceful uses of

atomic energy to the problems of disarmament and control of nuclear weapons.

INTERNATIONAL ATOMIC ENERGY AGENCY

The U.S. representative, Senator John O. Pastore, a member of the Joint Committee on Atomic Energy of the U.S. Congress, in opening the Political Committee debate of the peaceful-uses item on October 7, recalled President Eisenhower's original proposal for an International Atomic Energy Agency and reported on the progress of negotiations since the last meeting of the General Assembly. He assured the other delegates that the present statute for the agency, as its title stated, was only a draft. He said, "We do not regard it as a final document in its present form. And in the same spirit that this idea was originally advanced, we welcome constructive suggestions." He invited governments to submit comments on the draft statute as speedily as possible. It was the U.S. belief, he said, that the basic differences of viewpoints would be few, and that such differences as might exist could be resolved by negotiation without great difficulty. He also pointed out that the draft statute contained provisions to give effect to the General Assembly recommendation that an appropriate form of agreement with the United Nations be negotiated once the agency is established. He quoted the previously stated U.S. position that the relationship to be established between the agency and the United Nations should be similar to that of the specialized agencies. However, the United States still believed that definition of the exact terms of this relationship should await the creation of the agency itself.

The joint resolution introduced by Senator Pastore on behalf of the United States and the United Kingdom recalled the hope expressed by the ninth session of the General Assembly that the agency would be established without delay and noted with satisfaction that substantial progress had been made in the negotiation of the draft statute.

All other delegations endorsed the idea of the international agency and placed great stress on its early establishment. Some delegations, however, expressed the belief that the procedures utilized for negotiating the draft statute would result in their governments being confronted with a final text of the statute for ratification without adequate opportunity for a full exchange of views. Other delegations expressed the belief that the negotiating group should be expanded to provide more equitable geographic representation. A number of delegations expressed the belief that the question of the relationship of the agency to the United Nations should not be left in abeyance until after the agency had come into existence. They suggested that

the Secretary-General or some U.N. body should study this question while the negotiations to establish the agency were going on. Other comments on the agency dealt with specific provisions of the statute. Several delegations criticized the proposed composition of the Board of Governors of the agency.

The Indian draft resolution concerned with the proposed agency provided that its draft statute should be based upon the consensus of views expressed in the Assembly, and that the relationship of the agency to the United Nations should require annual reports to the General Assembly. The Indian draft also provided for the appointment of a committee of government representatives to implement the two foregoing provisions. These suggestions were supported at least in part by a number of other delegations, including those from the Scandinavian countries, the Netherlands, Israel, and several Latin American countries.

The Soviet draft resolution provided that the agency would be established "within the framework of the United Nations," and proposed that an international periodical of atomic scientists be founded. In a revision of this draft on October 18, the Soviet Union repeated a suggestion, originally made in its note of October 1 to the United States commenting on the draft statute, that a conference of experts representing selected governments be convened for the joint consideration of the draft statute.

In his second intervention in this debate, Senator Pastore on October 19 took note of the concern expressed by some delegations that existing procedures for negotiating the draft statute did not provide adequate opportunity for an exchange of views. He reaffirmed his previous statement that the United States did not regard the draft statute as a final document and that constructive suggestions would be welcome. Speaking for the eight governments sponsoring the agency, he stated that they were awaiting with great interest comments on the draft statute, and had listened carefully to the views expressed during the course of the Political Committee debate. He assured all delegations that these views would be given the most careful consideration in an attempt to reach the most satisfactory reconciliation of them in the next round of negotiations, and expressed confidence that it would not be difficult to reach a reconciliation that would command the widest support for the agency. Moreover, Senator Pastore gave the following additional assurances that a final statute would not be presented to governments without an opportunity for an exchange of views.

First, he pledged that comments on the draft statute would not be rejected without careful consideration and consultation with the governments making the suggestions. However, to insure that a wide

consensus had been reached, he announced that the United States and the other negotiating states "would be prepared to invite all members of the United Nations or of the specialized agencies to a conference on the final text of the statute of the Agency."

The U.S. representative repeated his previous statement that the United States continued to believe that the most appropriate relationship of the agency to the United Nations would be one similar to that of the specialized agencies but that it was premature to decide this question prior to the establishment of the agency. However, he said, the United States did recognize the concern of some delegations who did not wish to leave this matter entirely in abeyance until the agency was established. He, therefore, suggested that the Secretary-General, in consultation with the Advisory Committee that had assisted him in preparing for the Conference on Peaceful Uses of Atomic Energy, should undertake a study of the question of the relationship of the agency to the United Nations.

Senator Pastore at this time introduced a revised draft resolution, now cosponsored by seven governments: Australia, Belgium, Brazil, Canada, the Union of South Africa, the United Kingdom, and the United States. This revised draft included a recommendation that the governments sponsoring the agency take into account the views on the draft statute expressed during the General Assembly debate and welcomed the announced intention of these governments to invite members of the United Nations and of the specialized agencies to participate in a conference on the final text of the statute of the agency. It also requested the Secretary-General in consultation with the Advisory Committee to study the question of the relationship of the agency to the United Nations and to transmit the results of this study to the governments sponsoring the agency before the conference on the final text of the statute was convened.

A few delegations expressed concern that the conference to be convened by the sponsoring governments on the final text of the statute would not have authority to make revisions in the text. India on October 20 tabled a series of amendments to the revised draft resolution which, among other things, provided that this conference be convened "to establish" the final text of the statute. The Indian amendment also provided for enlargement of the negotiating group.

On October 21 the United States announced that the Governments of Brazil, Czechoslovakia, India, and the U.S.S.R. were being invited by the eight states that negotiated the draft statute to participate in a working-level meeting for the purpose of considering the text of this statute. A preparatory meeting was to be held shortly in Washington to agree upon an agenda and other procedural matters.

The U.S.-U.K. draft resolution was accordingly revised a second

time to take account of the fact that the negotiating group had been expanded. It now contained a provision welcoming the extension of invitations to Brazil, Czechoslovakia, India, and the U.S.S.R. to participate in negotiations of the agency's draft statute. With this revision, dated October 25, the number of cosponsors had increased to 18. The new additions were Argentina, Denmark, Iceland, Israel, Luxembourg, Mexico, the Netherlands, Norway, Peru, Sweden, and Turkey.

The Soviet Union submitted amendments that would have opened participation in the conference on the final text of the statute to states other than those members of the United Nations or of the specialized agencies and would have insured that the agency would be established "within the framework of the United Nations." The obvious intent of this latter provision was to prejudge the relationship of the agency to the United Nations, since the specialized agencies are considered to be outside the U.N. system proper.

India withdrew its amendments to the 18-power draft after an assurance by Sir Pierson Dixon of the United Kingdom that the 84-nation conference on the final text of the statute would not be a "rubber stamp" conference. Two other amendments were also withdrawn—one submitted by Pakistan and the Philippines jointly recommending that a few underdeveloped countries be invited to participate in the negotiations on the draft statute and the other submitted by Czechoslovakia, which would have extended invitations to participate in the negotiations to "some other countries including a few underdeveloped countries."

The U.S.S.R.'s amendment to expand the basis of invitations to the conference was rejected by 33 votes against to 14 in favor, with 6 abstentions, and its amendment to establish the agency "within the framework of the United Nations" was rejected by 40 votes against to 11 in favor, with 8 abstentions. The Soviet proposal that an "international periodical organ of atomic scientists" be founded was taken into account by the cosponsors of the 18-power draft in a new paragraph referring this suggestion to the international agency when established.

The Political Committee on October 27 adopted by a vote of 53 to 0, with 6 abstentions, the 18-power draft resolution. The Soviet and the Indian draft resolutions were not pressed to a vote, and the committee-recommended text was adopted unanimously in plenary on December 3, 1955.

The resolution as adopted, in that section dealing with the International Atomic Energy Agency, includes the following provisions:

1. notes with satisfaction the substantial progress made in the negotiations on the draft statute of the agency;

2. welcomes the announced intention of governments sponsoring the agency to invite all members of the United Nations or of the specialized agencies to participate in a conference on the final text of the statute;

3. further welcomes the extension of invitations to the Governments of Brazil, Czechoslovakia, India, and the U.S.S.R. to participate in negotiations on the draft statute;

4. recommends that the views expressed on the agency during the General Assembly debate, as well as the comments on the draft statute transmitted directly by governments, be taken into account during the forthcoming negotiations;

5. requests the Secretary-General, in consultation with the Advisory Committee, to study the question of the relationship of the agency to the United Nations and to transmit the results of such study to the governments concerned before the conference on the final text of the statute is convened;

6. requests the governments concerned with the negotiations on the agency to report to the General Assembly as appropriate; and

7. suggests that the agency, when established, consider the desirability of arranging for an international periodical devoted to the peaceful uses of atomic energy.

On November 14, 1955, the group negotiating the draft statute, now expanded from 8 to 12 states, held a preparatory meeting in Washington to consider an agenda and other procedural matters in preparation for the first session of the working-level meeting proposed by the United States on October 21, 1955.

PEACEFUL-USES CONFERENCE

The original U.S.-U.K. draft resolution recommended that a second international conference for the exchange of technical information be held under U.N. auspices "in about 3 years time" and continued the Advisory Committee established by the ninth General Assembly "in order to provide for adequate advance planning for such a conference." In introducing this draft on October 7, the U.S. representative, Senator Pastore, reviewed the accomplishment of the 1955 Geneva Conference on the Peaceful Uses of Atomic Energy. He recalled that Admiral Strauss had announced in Geneva on August 16 that the United States believed another conference should be convened "to maintain, and to insure, if possible, the momentum attained" at the first conference. He also recalled that Secretary Dulles had said in his address to the 10th General Assembly on September 22, 1955, that the United States would "again propose a similar conference

to be held in three years or earlier if the increasing development of the peaceful uses of atomic energy will so warrant." Senator Pastore further stated that the United States believed that the Secretary-General, acting on the advice of the Advisory Committee, should set the appropriate time and place for the next conference.

Acclaim for the success of the conference in the committee was enthusiastic and universal, and was accompanied by general recognition of United States initiative and leadership in this field. It was also generally recognized that the conference had been a major landmark in the development of international cooperation in a new field that promised great benefit to all mankind. Much stress was put on the value of the conference as a stimulant to increasing the free flow and exchange of information and the cross-fertilization of scientific knowledge. There was unanimous support for the U.S. proposal that similar conferences should be held in the near future. All delegations agreed that the Advisory Committee, which had done such an excellent job preparing for the conference, should be continued in order to assist the Secretary-General in planning for a second conference and other related matters.

The United Kingdom was supported by many delegations in its proposal that the second conference, in the interest of efficiency, should concentrate on topics of the broadest interest, such as atomic power and the economic aspects of atomic energy and that the more technical and specialized aspects of the peaceful uses of atomic energy should be taken up in separate smaller conferences. Some delegations suggested that these smaller conferences should be convened by the United Nations. The Indian draft resolution concerning the conference, for example, requested the Secretary-General to consider holding seminars on various aspects of the peaceful uses of atomic energy. Other delegations, however, including the United States and the United Kingdom, believed that smaller conferences could better be held by the specialized agencies and their affiliated nongovernmental international scientific organizations.

This difference of view was taken into account in the revision of the U.S.-U.K. draft submitted on October 19. The draft now provided that the General Assembly would invite the specialized agencies to consult with the Secretary-General with a view to coordinating plans for such specialized conferences on the peaceful uses of atomic energy as they or their nongovernmental international scientific organizations might convene.

The October 25 revision of this draft called for the holding of the second conference in from "two to three years," instead of in "about three years." It also incorporated an Indian amendment noting the impressive results of the first conference. Other Indian amendments

were subsequently withdrawn, as was the Indian draft resolution on this subject.

As noted earlier, the Soviet draft resolution, which called for the holding of a conference not later than 1957, was not voted upon, and a Soviet amendment eliminating the provision in the 18-power draft to limit invitations to the second conference to states members of the United Nations or of its specialized agencies was rejected by a vote of 32 to 15, with 10 abstentions.

The only other amendment, a Chinese proposal that the Assembly recommend that the United Nations and the specialized agencies give special emphasis wherever possible to the promotion of the applications of atomic energy, had been withdrawn on October 20.

The resolution, as adopted by the Political Committee on October 27 by a vote of 53 to 0, with 6 abstentions, and unanimously in plenary on December 3, makes the following provisions with respect to international conferences on the peaceful uses of atomic energy:

1. expresses satisfaction with the technical conference held in Geneva from August 8-20, 1955, and commends the participants therein for the high quality of the scientific papers and discussions that constituted the program of the conference;

2. notes the impressive results achieved by the conference in facilitating the free flow of scientific knowledge;

3. expresses appreciation of the work of the Secretary-General and the Advisory Committee in preparing and organizing the conference;

4. recommends that a second international conference be held under the auspices of the United Nations in 2 or 3 years time;

5. requests the Secretary-General, acting on the advice of the Advisory Committee, to determine an appropriate place and date and make other necessary preparations for a second conference;

6. invites the specialized agencies to consult with the Secretary-General and the Advisory Committee with a view to insuring coordination of plans for such specialized conferences as they or their affiliated organizations may convene; and

7. decides to continue the Advisory Committee in order that it may assist the Secretary-General in preparing for the second conference.

EFFECTS OF ATOMIC RADIATION

On June 22, 1955, during the U.N. commemorative meeting in San Francisco, Ambassador Henry Cabot Lodge, Jr., announced that the United States would propose that the United Nations undertake

to pool the world's knowledge about the effects of atomic radiation on human health. Subsequently, on August 4, the United States formally requested that an item for this purpose (Coordination of Information Relating to the Effects of Atomic Radiation upon Human Health and Safety) be placed on the agenda of the 10th General Assembly.

In making this request, the United States expressly recognized the widespread concern that existed throughout the world over the question of atomic radiation and its possible effects on human health and safety, and noted that the most competent scientists in the United States and other countries are making intensive studies of this subject.

The United States pointed out that although there is already a large amount of scientific data in existence relating to this question, this information has not been systematically assembled and internationally disseminated. It expressed its belief that the United Nations is the appropriate agency for collecting, assembling, and making available on an international basis reports submitted by governments on the results of studies being made in the United States and other countries or that may be made in the future.

On August 30, India requested that a similar item (Dissemination of Information on the Effects of Atomic Radiation and on the Effects of Experimental Explosions of Thermo-nuclear Bombs) be included on the agenda. This item was later combined with that proposed by the United States.

General Assembly Consideration

The Assembly's Political Committee began consideration of the new agenda item on October 31. Ambassador James J. Wadsworth began the debate with an opening statement for the United States.

Declaring that one of the problems of the atomic age arises from the fact that the use of atomic energy is inevitably accompanied by the production of large quantities of radioactive materials, Ambassador Wadsworth noted that these materials, which are part and parcel of any use of atomic energy, civil or military, and which have been found of extraordinary value in many fields, can also be harmful. He explained that the United States was making intensive studies of the effects of the ionizing atomic radiation that results from explosions of nuclear weapons and from peaceful uses of atomic energy. The scientific data available to the United States indicates that the radioactivity thus far released amounts only to a small fraction of the exposure from natural background radiation during the same period.

In view of the need for continuing collection of further informa-

tion on this subject, Ambassador Wadsworth stated that the United States would propose the establishment of a special scientific committee to collect, review, evaluate, and distribute reports received from governments on (1) observed levels of radiation in the environment and (2) scientific observations and experiments relevant to the effects of ionizing radiation upon man and his environment. Ambassador Wadsworth emphasized that the first step in dealing with any scientific problem is to mobilize resources, explore what is known, and point out what still needs to be done. The U.S. proposal, he said, would stimulate further study of the problem of radiation by competent authorities, encourage the international exchange of information, and provide each nation with adequate data for reaching its own conclusions on the nature and scope of the problem of radioactivity.

EIGHT-POWER DRAFT RESOLUTION

On November 1, Australia, Canada, Denmark, Iceland, Norway, Sweden, the United Kingdom, and the United States joined in submitting a draft resolution that would establish a scientific committee consisting of 11 states (Australia, Brazil, Canada, Czechoslovakia, France, India, Japan, Sweden, the United Kingdom, the United States, and the U.S.S.R.), each of which was requested to designate a scientific representative to serve on the committee. The committee would receive, assemble, and evaluate, to determine its usefulness for the committee's purposes, the information referred to by Ambassador Wadsworth. It would also be charged with recommending uniform radiological sample collection and analysis standards, making yearly progress reports and, by July 1, 1958, preparing a summary of the reports received on radiation levels and radiation effects on man and his environment, including indications of research projects that might require further study. The Secretary-General of the United Nations was requested to provide the scientific committee with appropriate assistance in organizing and carrying on its work, and to furnish a secretary for the committee.

The resolution would call upon all concerned to cooperate in making available reports and studies relating to the short-term and long-term effects of ionizing radiation upon man and his environment and radiological data collected by them. In order to assure proper coordination of all activities, it would specifically request the specialized agencies of the United Nations to concert with the scientific committee concerning any work they might be doing or contemplating within the sphere of the committee's terms of reference.

During the subsequent debate on this resolution and on amendments submitted by India, the U.S.S.R., Syria, Indonesia, and others, all participants expressed support for the U.S. initiative in proposing establishment of an international procedure to deal with this important subject.

The amendments introduced during the debate called, *inter alia*, for cessation of experimental explosions of nuclear weapons pending completion of the scientific committee study (Syria-Indonesia), expansion of the study to allow participation of Communist China as a member of the committee (U.S.S.R.), elimination of the limitations that would prevent direct participation in the committee's work of states not members of the United Nations or of the specialized agencies (India), and expansion of the scope of the projected study to include radiation therapy and protection (U.S.S.R.). Other Soviet amendments sought to connect the problem of effects of atomic radiation with disarmament and agreement on prohibition of nuclear weapons. All of these amendments were rejected by committee vote.

The only major amendment adopted by the Political Committee expanded the membership of the scientific committee to 15 by the addition of Argentina, Belgium, Egypt, and Mexico. The revised resolution was adopted unanimously by the Political Committee on November 7 and by the plenary on December 3.

U.S. Appointments to the Scientific Committee

The United States announced on December 9 that Dr. Shields Warren of the New England Deaconess Hospital would be the U.S. representative on the scientific committee. Austin M. Brues of the Argonne National Laboratory and Merrill Eisenbud of the U.S. Atomic Energy Commission were named as alternate U.S. representatives.

PEACEFUL SETTLEMENT AND OTHER EFFORTS TO IMPROVE INTERNATIONAL RELATIONS

In carrying out its responsibilities to assist in the settlement of international disputes and in the adjustment of differences among states, the United Nations is confronted by highly complex problems for which there are seldom easy solutions. Progress on these problems is therefore usually slow and often uneven. Success depends in the final analysis on the attitude of the parties. The United Nations has no authority to impose solutions and must direct its efforts to

encouraging and assisting the parties to reach agreement. In 1955, as in previous years, some problems of concern to the United Nations were solved and others appeared on their way toward solution. Still others showed no significant progress, and the situation in at least one case retrogressed during the year.

Cyprus

The Greek Government, by letter of July 23, 1955, requested inscription on the agenda for the Assembly's 10th session of the item entitled: "Application, under the auspices of the United Nations, of the principle of equal rights and self-determination of peoples in the case of the population of the Island of Cyprus." This was the same item that Greece had proposed in 1954 before the ninth General Assembly.

BACKGROUND

The Island of Cyprus, which by agreement with the Ottoman Empire had been under British occupation and administration since 1878, was formally annexed by Great Britain following Turkey's entry into World War I against the Allies in 1914. Turkey recognized this annexation in the 1923 Treaty of Lausanne, to which Greece and other Allied Powers were also parties.

Modern Greece has never included Cyprus. However, about four-fifths of the island's approximately 500,000 population are Greek-speaking and members of the Greek Orthodox faith. The rest are Turkish in origin and of the Moslem faith. In recent years a strong and emotional campaign, known as the "Enosis" movement, has developed among the Greek-speaking Cypriots and in Greece itself for the union of Cyprus with Greece. This movement is spearheaded by representatives of the Cyprus Orthodox Church and is also exploited by the Communists.

Cyprus has long had strategic importance in the eastern Mediterranean. The United Kingdom, placing great importance on this aspect of its position in Cyprus, particularly since its military withdrawal from the Suez Canal, has firmly resisted the pressures for "Enosis" from both Greece and the Cypriots themselves. Twice, however, first in 1948 and again in 1955, the British have offered the Cypriots a constitution under which self-government could be exercised. The Cypriots rejected both these offers.

The British, supported by Turkey which strongly opposes the union of Cyprus with Greece, were unsuccessful in their attempt to

prevent the Cyprus question from being included on the agenda of the ninth General Assembly. When the question was debated in the Assembly's Political Committee, however, it became apparent that efforts to involve the Assembly in substantive action would have a seriously disruptive effect. A resolution was adopted with no negative votes stating that "for the time being, it does not appear appropriate to adopt a resolution on the question of Cyprus" and deciding "not to consider" the item further. Greece joined the United Kingdom and Turkey in voting for this resolution, as did the United States which had abstained in the vote on inclusion of the Cyprus question on the agenda.

CONSIDERATION AT THE 10TH GENERAL ASSEMBLY

The refusal of the Cypriots to consider the 1955 British offer of a new constitution and the continuation of acts of terrorism on the island emphasized the need for some positive action. On June 20, 1955, the United Kingdom invited both Greece and Turkey to send representatives to London to discuss "political and defense questions which affect the Eastern Mediterranean, including Cyprus." Discussions were to be without prior commitment by any party and no fixed agenda was contemplated. Before the Foreign Ministers of the three countries met in London on August 29, however, Greece had already requested, on July 23, that the Cyprus question be inscribed on the agenda of the 10th General Assembly.

It soon became apparent at the conference in London that there were very serious differences of opinion. The British proposed that an assembly be created in Cyprus, with an elected majority. Foreign affairs, security, and defense would remain the responsibility of the British administration. The United Kingdom made it clear that in the present state of world affairs it did not intend to abandon these aspects of British sovereignty over Cyprus. The British also proposed the establishment of a tripartite committee composed of the United Kingdom, Turkey, and Greece to consult together on ways and means of assisting the Cypriots to greater measures of self-government.

The Greek representative objected to this tripartite committee, first, because no Cypriot representative was included and, second, as constituting interference with the proper functioning of democracy. The Greeks wanted self-government for the people of Cyprus so that within an unspecified period of time the Cypriots might choose for themselves their international status. Turkey objected to both the British and Greek proposals on juridical grounds as well as on the ground that the strategic necessities of the geographical situation of

Cyprus required that, if the United Kingdom abandoned sovereignty over the island, sovereignty should revert to Turkey.

The conference closed on September 7 with the issuance of a communique revealing that no agreement had been reached but stating that the British proposals would be studied by the Turkish and Greek Governments and that the meeting in London "stands suspended." The subsequent official Turkish and Greek replies only confirmed the differences revealed at the conference. These differences were gravely aggravated by violent anti-Greek riots in Turkey on September 6 and 7 and by continuing acts of terrorism in Cyprus. In these inauspicious circumstances, the 10th General Assembly began its consideration of the Greek request for inscription of the question of Cyprus.

It seemed to the United States that public debate of the Cyprus question in the General Assembly would only exacerbate this situation. Speaking in the General Committee on September 21, Ambassador Henry Cabot Lodge, Jr., stated, "Last year the United States was dubious about inscription because we doubted that, as a practical matter, positive results could be achieved here. . . . The General Assembly last December concluded that it was not appropriate to adopt any resolution on the matter of Cyprus, and that it should not consider the item further. The debate at that time was conducted in a spirit of relative moderation. Since then, the situation has become more inflamed. It seems to us that the considerations which actuated the General Assembly last December apply even more strongly now."

By a vote of 4 for inscription (U.S.S.R., Poland, Egypt, Mexico), 7 against (New Zealand, the United States, the United Kingdom, France, Chile, Norway, Luxembourg), and 4 abstentions (China, Haiti, Ethiopia, Thailand), the General Committee decided not to inscribe the item. This recommendation was upheld in plenary session on September 23 by a vote of 28-22-10. Ambassador Lodge, in voting with the majority, said, "There are occasions when quiet diplomacy is far more effective than public debate, and this seems to be one of those occasions." He added, "This is, of course, without prejudice to our right to support inscription later if we think it would advance the purposes and principles of the Charter." He also pledged the United States "to continue an active interest in the Cyprus situation."

Korea

No real progress was made during the year toward achievement of the United Nations longstanding objectives in Korea—"the achievement

by peaceful means of a unified, independent, and democratic Korea under a representative form of government and the full restoration of peace and security in the area." The Communists showed no disposition to enter into further negotiations on the basis of the two principles that the General Assembly at its ninth session made clear were fundamental to a Korean settlement: affirmation of the authority of the United Nations to use its good offices in seeking the unification of Korea, and the need for genuinely free elections under U.N. supervision.

RELEASE OF UNC PERSONNEL DETAINED BY THE COMMUNISTS

At the beginning of 1955, Secretary-General Dag Hammarskjold visited Peiping to discuss directly with Chinese Communist officials the illegal detention, contrary to the Korean Armistice Agreement, of United Nations Command (UNC) personnel.

The General Assembly, at its ninth session, had requested the Secretary-General to seek the release of 11 UNC personnel known to be imprisoned by the Communists, as well as the release of all other captured personnel of the UNC who might still be held by the Communists, to make "continuing and unremitting efforts to this end," and to report to members by December 31, 1954. On that date Mr. Hammarskjold announced his plans to visit Peiping.

In his annual report submitted at the 10th session of the Assembly the Secretary-General explained that his visit to Peiping was "aimed primarily at clarifying the substantive and legal reasons for the release of the prisoners," although it also enabled him to establish contact with Chinese Communist Premier Chou En-lai "on a personal basis." In a special report describing his efforts to obtain the release of the fliers, he indicated that his visit to Peiping "provided possibilities to pursue the discussion concerning the problem raised by the detention of the United Nations personnel." He explained that following his return from Peiping he had maintained contact with Chou En-lai, mainly through a series of communications transmitted by the Swedish Embassy in Communist China, but also on April 23, 1955, by discussion with the Chinese Communist Ambassador in Stockholm. He noted also valuable assistance received from other members of the United Nations.

The Secretary-General brought back from Peiping in January 1955 a report on recent medical examinations of the imprisoned fliers and photographs from their daily life. He gave these materials to the U.S. Government, and they were subsequently made available to relatives of the men. On January 19, Mr. Hammarskjold, as dis-

closed in a Department of State press release, gave Secretary Dulles "a full account of the information and views that had been exchanged at Peiping on the question of the UNC prisoners and expressed the hope that given restraint on all sides, it would be possible to effect their release." In return, the Secretary expressed appreciation, on behalf of the President and himself, "of the painstaking efforts which had been made and their hope that the United Nations would persist effectively in the course upon which it had embarked pursuant to the General Assembly resolution of last December."

President Eisenhower had previously issued the following statement:

We must never forget one fundamental thing: We want our airmen returned safely to their homes. All Americans are united and dedicated to this cause. Truth and right are on our side. We must have faith in the community of nations and in the tremendous influence of world opinion. It will not be easy for us to refrain from giving expression to thoughts of reprisal or retaliation. Yet this is what we must not now do. We must not fall into a Communist trap and through impetuous words or deeds endanger the lives of those imprisoned airmen who wear the uniform of our country . . . We must support the United Nations in its efforts so long as those efforts hold out any promise of success.

On January 21, the Chinese Communists announced that they would provide facilities for relatives to visit the imprisoned personnel if they wished to do so and that the Red Cross Society of China would make the necessary arrangements. On January 27, 1955, the Secretary of State wrote letters to all the families expressing the Government's deep sympathy and concern in "the cruel dilemma" forced upon them by the Chinese Communists through their continued illegal imprisonment of the fliers. He explained that—

the increasingly belligerent attitude and actions of the Chinese Communists in recent days have forced this Government to the reluctant conclusion that it would be imprudent for the time being to issue passports valid for travel to Communist China to any American citizens. This decision is made only after careful deliberation and in the belief that it is in the best interests of our nation. In the interest of peace we do not think it prudent to afford the Chinese Communists further opportunities to provoke our nation and strain its patience further.

Following the Bandung conference in April and Indian expressions of interest in the release of the fliers, Chinese Communist Premier Chou En-lai, on May 29, 1955, sent a letter to Secretary-General Hammar-skjold, through the Swedish Ambassador in Peiping, announcing completion of the investigation of the case of four of the detained fliers and the decision for their immediate "deportation." These four fliers arrived in Hong Kong on May 31, 1955, and were speedily returned to the United States. The four men involved were jet fighter pilots, shot down on combat missions in Korea. Ambassador Lodge expressed "gratitude and admiration" for Mr. Hammar-skjold's "patience, skill, and tirelessness," and the hope that the release of the

jet pilots would be speedily followed by the release of the other prisoners.

There were no further developments for several months, though efforts continued through confidential channels to bring about the release of the remaining 11 airmen, the crew of a U.S. Air Force B-29 type plane, shot down January 12, 1953, in the course of a UNC combat mission in Korea. (Their trials and prison sentences of from 4 to 10 years had been announced by the Chinese Communists on November 24, 1954.)

On August 1 ambassadorial-level talks between the United States and the Chinese Communists opened in Geneva. At the first meeting, the Communist representative stated that the 11 U.S. fliers had been released, and expressed the hope that this would have favorable effects on the talks. On the same day the Swedish Ambassador in Peiping was informed orally. The 11 men arrived in Hong Kong on August 4, and were flown to the United States.

In the course of his remarks during the 10th Assembly's general debate, Secretary Dulles observed that the outcome in the case of the American fliers "justified the confidence which the United States had placed in the United Nations" in this matter. Earlier, on the occasion of the release of the 11 fliers, Ambassador Lodge had expressed official thanks to Secretary-General Hammarskjold and to all others who had helped.

Efforts have continued, through the Military Armistice Commission at Panmunjom, Korea, at Geneva, and by other means, to obtain an accounting from the Communists for other UNC personnel missing during the course of the Korean hostilities.

STATUS OF THE ARMISTICE

The United Nations Command (UNC) headed by Gen. Lyman L. Lemnitzer, who replaced Gen. Maxwell D. Taylor in May 1955, continued to observe scrupulously the provisions of the armistice and to cooperate with the Neutral Nations Supervisory Commission (NNSC), comprised of Sweden, Switzerland, Czechoslovakia, and Poland, in the performance of its supervisory functions in the territory under UNC control. At the same time, however, the UNC reiterated its conviction that, in light of demonstrated evasions by the Communists of certain provisions of the armistice, particularly their failure to report the introduction of aircraft and other reinforcing combat materiel and their failure to permit the NNSC to carry out its prescribed control functions, the NNSC either should be dissolved or should withdraw all its personnel to the demilitarized zone and

confine its activities to receiving reports from both sides. During the year, the Republic of Korea also repeated its objections to the continued existence of the NNSC, charging its Polish and Czech members with espionage; and there were extensive public demonstrations in Korea, reaching at their height fairly violent proportions, demanding its dissolution.

The Swiss and Swedish members of the NNSC, who had long been dissatisfied with the frustrated operations of the NNSC brought about by the partisan actions of its Polish and Czech members and the attitude of the Communist military command, proposed in May 1955 that the number of mobile inspection teams on each side should be reduced from ten to six and the number of ports of entry from five to three. The NNSC subsequently unanimously recommended this step to the Military Armistice Commission, which agreed on August 30. In giving its assent to this decision, the UNC emphasized that it regarded this as an interim step and that complete dissolution of the NNSC was the only satisfactory solution.

During 1955 there were new incidents indicating Communist violations of the armistice. One of the most notable occurred on February 5 when UNC aircraft, engaged in a routine flight over international waters, were attacked by MIG-type planes. Two of the Communist fighters were destroyed, and the remaining ones fled in the direction of Pyongyang. It was evident that these planes were based in North Korea, and the Communists acknowledged command of the attacking aircraft. The presence of such planes in North Korea was further evidence of Communist violation of the Armistice Agreement because jet aircraft were not operating from North Korea at the time the armistice was signed.

The Communist side continued to make incomplete, and frequently unconvincing, reports with respect to replacement of combat materiel and rotation and withdrawal of personnel. The defection in June of two Communist pilots provided added details on the extent to which the Communists had violated the Armistice Agreement by building up their combat aircraft strength. In meetings of the Military Armistice Commission, representatives of the UNC demanded repeatedly that the Communists provide an accurate accounting of all combat materiel and combat aircraft introduced since the conclusion of the armistice, as well as cease immediately the illegal introduction of such items into North Korea.

During February and March the NNSC was requested by both sides to make a number of investigations of alleged violations of the armistice. In each case the efforts of the mobile teams to carry out impartial investigations in North Korea that could verify the facts were again frustrated by lack of Communist cooperation. On one typical

occasion a UNC request for dispatch of three mobile inspection teams to air installations in the vicinities of six specific areas in North Korea was stalled by the Czech and Polish members of the NNSC for one week, during which time, as UNC radar surveillance established, the Communist side was able to fly most of its MIGs out of these areas. When the teams were finally dispatched, the Swiss and Swedish members concluded specifically that they were not in a position to conduct the investigation in a sufficiently thorough manner to reach a convincing judgment on the justification of the UNC charges. In particular they reported that they were not permitted to approach MIG aircraft closer than 15 meters; their request for the records of aircraft movements was refused; and they had serious doubts about the alleged boundaries of the airfields.

During the year there were a number of minor incidents in the area of the demilitarized zone, but the cease-fire remained in effect.

UNCURK

The United Nations Commission for the Unification and Rehabilitation of Korea (UNCURK) remained in the Republic of Korea during 1955, where it continued its observation of political and economic developments and carried out its responsibilities with respect to the United Nations Korean Reconstruction Agency (UNKRA). While it recognized the continuing need for political representation of the United Nations in Korea, the Commission concluded that the limitations on its functions imposed by the current situation there made it unnecessary for all its members to remain permanently in Korea. Consequently it decided, and so reported to the Assembly, to establish on September 7 a committee consisting of representatives of Australia, the Philippines, Thailand, and Turkey to act on its behalf. The full Commission can, of course, be convened at any time that circumstances make it necessary.

CONSIDERATION OF KOREAN ITEM AT 10TH GENERAL ASSEMBLY

The Korean item before the 10th General Assembly consisted, first, of the report of UNCURK; and second, of two matters submitted by India: the reports of the Neutral Nations Repatriation Commission (NNRC), which functioned in Korea in late 1953 and early 1954 immediately after the conclusion of the armistice, and the question of the disposition of the ex-prisoners of war who had not accepted repatriation and who were taken to India pending their permanent resettlement in neutral countries.

The Political Committee began consideration of the Korean item on November 10. At the outset the Syrian representative proposed that representatives of both North and South Korea be invited to participate. This move was opposed by Jacob Blaustein, U.S. representative, who submitted, and sought priority for, a proposal to invite the Republic of Korea to participate. The committee granted priority to the U.S. proposal, which was adopted by a vote of 44 to 5, with 9 abstentions, after which the Syrian proposal was rejected by a vote of 34 to 14, with 10 abstentions.

Before the committee began its discussion, the Indian representative, Mr. Krishna Menon, moved that the sub-item dealing with reports of the NNRC not be discussed, and this motion was approved by a vote of 27 to 0, with 29 abstentions. He also indicated he was opposed to the Korean representative's participation in the discussion of the ex-prisoners.

The U.S. representative, Mr. Blaustein, opened the general debate. At the outset he observed that unfortunately no significant progress had been made toward solving the problem of Korea's reunification, which remained "thwarted by the rulers of North Korea who continued unwilling to surrender their control over North Korea to freely elected representatives of all the Korean people." An honest election, he said, was needed to solve the Korean problem. After reviewing the U.N. position on unification, Mr. Blaustein pointed out that during the past year the Communists had given no indication of readiness to move toward a solution of the Korean problem on the basis of the two fundamental principles that the United Nations considered essential to fulfillment of its objectives. In these circumstances he saw no point in considering seriously any Communist proposals for further negotiations. Mr. Blaustein also described the general status of the armistice in Korea and paid tribute to the work of UNCURK.

Turning to the problem of the ex-prisoners, Mr. Blaustein noted with appreciation the contribution made by India to the care of those prisoners who had not accepted repatriation. He regretted that some 82 ex-prisoners still remained in India, but he noted the generous offer made by Brazil (announced by the Brazilian representative in the Assembly's general debate) to accept for permanent resettlement former prisoners desiring to go to Latin America. Mr. Blaustein also referred to the continued detention by the North Korean and Chinese Communist authorities of captured and displaced personnel and their failure to account for such personnel. He urged the Communists to take early steps to account for them and to release those still alive, many of whom were Koreans now being exploited in forced-labor gangs in North Korea.

Korean Unification

On November 11 the United States submitted a draft resolution under which the General Assembly would note the UNCVRK Report; recall the resolution adopted by the ninth session approving the report of those countries who participated in the Geneva conference on behalf of the United Nations; note that paragraph 62 of the Armistice Agreement provided that it was to remain in effect until expressly superseded; reaffirm "its intention to continue to seek an early solution of the Korean question in accordance with the objectives of the United Nations"; urge continuing efforts to achieve these objectives; and request the Secretary-General to place the Korean question on the provisional agenda of the Assembly's 11th session. The Polish representative submitted an amendment providing for deletion of the reference to Assembly approval of the report of the 15 nations participating in the Geneva conference.

As in the past, the Soviet representative urged a new conference of the states concerned to consider a Korean settlement but submitted no specific proposal. He also urged that representatives of North and South Korea consult with a view to initiating trade and cultural contacts between the two parts of Korea.

The Polish representative made a sharp and intemperate attack upon the Republic of Korea for allegedly obstructing the work of the NNSC and building up its armed forces contrary to the provisions of the Armistice Agreement. He also charged the UNC with violations of the armistice and in particular denied the validity of the charges of Communist violations of the armistice. On the contrary, the Polish representative said, the UNC had brought new equipment into Korea contrary to the armistice, had engaged in numerous frontier violations, and had made other efforts to disrupt the armistice.

The U.S. representative answered these charges by quoting from reports submitted by the Swiss and Swedish members of the NNSC which established that the UNC had scrupulously observed the terms of the Armistice Agreement and by citing the facts behind various charges of violations of the Armistice Agreement made against the Communist command. He pointed out the inability of the neutral inspection teams to verify facts in the north because of the partisan attitude of their Communist members. He contrasted the extensive UNC reporting on replacements of personnel and combat materiel with the wholly inadequate reporting of the Communist side. He made clear that the UNC "has cooperated fully with the NNSC and has tried to make the inspection system work," while "the Communist side has deliberately frustrated and obstructed the work of the inspection system and caused it to fail in North Korea."

The Political Committee voted on the U.S. draft resolution and the Polish amendment on November 22. Following a paragraph-by-paragraph vote on the resolution, in the course of which the Polish amendment was rejected by 39 votes to 9, with 8 abstentions, the resolution as a whole was adopted by 45 votes to 0, with 11 abstentions.

Efforts To Resettle Ex-Prisoners

After the NNRC terminated its operations in Korea at midnight February 21, 1954, the Indian Custodial Forces transported to India 88 former prisoners who desired settlement in neutral countries. Subsequently India sought the assistance of the Secretary-General in facilitating their resettlement. Secretary-General Hammarskjold reported to the 10th session of the Assembly that he had continued his efforts to find a solution of this problem through informal consultations, first, in May 1955 with the permanent representatives of Argentina, Brazil, the Dominican Republic, and Mexico; second, in June 1955, at the San Francisco Commemorative Meeting with the same countries; and third, on July 26, with all the Latin American permanent U.N. representatives to determine whether their governments would be in a position to contribute to a solution of the problem. Thereafter, in response to a request from the Brazilian representative, the Secretary-General reported that he had asked India to determine the number of ex-prisoners wishing to go to Brazil in case such an offer were open. The initial poll of the ex-prisoners resulted in 38 of them choosing Brazil, and a later poll, 59. Subsequently, Argentina indicated it also was prepared to accept some of the ex-prisoners.

The Republic of Korea was concerned about this problem because it had been unable to obtain Indian agreement to its conferring with the former prisoners to ascertain their wishes, and it charged that India, while permitting some former prisoners to return to North Korea and Communist China, had denied the same right to individuals desiring to go to the Republic of Korea.

The Political Committee, however, did not go into the details of this problem, although various representatives expressed the hope that the ex-prisoners would be promptly resettled. The Indian delegation submitted a separate resolution on the matter. As finally revised, this draft resolution noted with appreciation the generous offers of Argentina and Brazil to resettle as many of the prisoners as opted to settle in their respective countries, requested other members able to do so to assist in solving this problem by accepting for

resettlement those ex-prisoners not covered by the existing offers, and requested India to report to the 11th session of the Assembly on this problem. The resolution was adopted by the Political Committee on November 22 by 50 votes to 0, with 6 abstentions.

Plenary Action

The Political Committee's report was considered by the plenary on November 29. In explaining his delegation's intention to abstain on the resolution regarding UNCURK and Korean unification, the Soviet representative repeated that urgent practical measures should be taken to settle the Korean problem and to that end a conference of the states concerned should be convened. Mr. Blaustein, U.S. representative, again emphasized the futility of further negotiations in the absence of any Communist indication of readiness to negotiate seriously on the basis of U.N. objectives. Mr. Krishna Menon of India also stated his delegation's intention to abstain on the resolution dealing with unification and contended that the United Nations should seek a "new approach," involving reconciliation rather than the issuance of "ultimatums." Following these comments the Assembly approved the resolution by a vote of 44 to 0, with 11 abstentions.

The second resolution relating to the ex-prisoners was adopted by 48 votes to 0, with 6 abstentions.

UNITED NATIONS MEMORIAL CEMETERY

During the Korean hostilities the UNC established and maintained a military cemetery at Tanggok, Korea. Subsequently the United States removed the bodies of its military personnel, but the graves of nearly 2,000 of the nationals of other countries remained in the cemetery. Those states, namely, Australia, Canada, France, the Netherlands, New Zealand, Norway, The Republic of Korea, the Union of South Africa, and the United Kingdom considered that more permanent arrangements for the care of the cemetery should be made. Out of respect for those who gave their lives in a collective security action under U.N. auspices, these governments proposed that the cemetery should be established and maintained as a United Nations Memorial Cemetery. An item to this effect was submitted by 15 delegations, including the United States, for the agenda of the 10th Assembly session.

The General Assembly referred the matter to Committee V (Administrative and Budgetary) which considered it on December 9, on the basis of a 14-power resolution under which the General Assembly

would decide that the cemetery at Tanggok should be established and maintained as a United Nations Memorial Cemetery; would request the Secretary-General, with the advice of a committee consisting of representatives of those countries with graves still in the cemetery, to arrange the negotiation of an appropriate agreement with the Republic of Korea (which had already offered the ground gratis to the United Nations as a tribute to the sacrifice of those who fell in Korea); and would authorize the necessary financial outlay.

The U.S. representative, Congressman Chester E. Merrow, warmly supported the establishment and maintenance of the Memorial Cemetery in recognition of the historic implications of the U.N. action against aggression in Korea.

By a vote of 39 to 0, with 3 abstentions, Committee V recommended adoption of the 14-power resolution to the plenary, where it was approved on December 15 by a vote of 50 to 0, with 7 abstentions.

North Africa

Fifteen Asian, Arab, and African states requested that the questions of Algeria and of Morocco be placed on the agenda of the 10th session of the General Assembly. This was the first time the Assembly had been asked to consider Algeria, but the fifth time in the case of Morocco. The question of Tunisia, which had been on the Assembly's agenda since 1952, was not proposed in 1955.

Arab and Asian members have repeatedly sought consideration by both the Security Council and the General Assembly of the situations in Morocco and Tunisia, ever-increasing nationalist sentiment in these two French protectorates having given rise to serious tensions. Efforts to bring the Moroccan and Tunisian questions before the Security Council were unsuccessful as the Council did not think they warranted consideration as likely to endanger international peace and security. The General Assembly, however, discussed these situations in 1952, 1953, and 1954. In 1952, it adopted resolutions encouraging the continuation of direct Franco-Tunisian and Franco-Moroccan negotiations. As seen by the Assembly, these negotiations should be directed toward "developing the free political institutions of the people of Morocco" and toward "self-government for Tunisians." No resolutions resulted from the Assembly's consideration in 1953 of these two questions, and in 1954 it decided to "postpone for the time being further consideration" of them. Its 1954 resolutions noted that negotiations with Morocco were to be initiated and that negotiations with Tunisia were in progress, and expressed confidence that satisfactory solutions would be achieved in both cases.

The French consistently took the position that the questions of Morocco and Tunisia were beyond the competence of the General Assembly on the ground that they were matters of "domestic jurisdiction," and refused to participate in the Assembly's discussion of them. The United States supported their inclusion on the agenda, and voted in favor of the moderate resolutions adopted in 1952 and 1954.

Negotiations with Tunisia resulted in the signing on June 3, 1955, of the Franco-Tunisian Conventions. The agreement granted Tunisia internal autonomy. It provided for a monetary and customs union, with France retaining control over foreign affairs, defense, internal security, and finance and the exclusive right to extend technical and financial assistance.

Secretary Dulles on August 10 expressed "much satisfaction" that a new framework for close Franco-Tunisian cooperation had been established. He considered it "significant" that agreement had been reached "through negotiations on a basis of equality between the parties directly concerned," and declared that France and Tunisia could "take real satisfaction and pride in the achievement of this agreement." The negotiations, in his view, demonstrated that "mutually satisfactory progress" could "be made on such difficult problems," if dealt with in time "by the parties concerned with determination, realism, and good will."

Conversations between the French and the Moroccans looking toward formal negotiations were continuing when the 10th General Assembly convened in September 1955.

ALGERIA

A special relationship between France and Algeria, confirmed by the French Constitution in 1946 and by the 1947 Statute for Algeria which conferred French citizenship on all Algerians, has existed for over 100 years. When France began to occupy the area in 1830, it took over in a political vacuum, although the area was nominally under the suzerainty of Turkey. There was no authority comparable to the Beylical system in Tunisia or the Sherifate in Morocco. Consequently there never has been a treaty relationship between France and Algeria, and under the French Constitution the area is administratively an integral part of the French Republic.

The area was colonized by French settlers who now number 13 percent of the population. Algeria elects 30 deputies to the French National Assembly and 14 Senators to the Council of the Republic under an electoral system that assures the French settlers and a small group of assimilated Algerians one-half of the seats. The Algerian

Assembly, established by the 1947 Statute, has limited powers, mainly on budgetary and fiscal matters, and the French Parliament remains the chief legislator for Algeria. The North Atlantic Treaty specifically includes the departments of Algeria in the area to be covered by the treaty.

General Assembly Consideration

Serious nationalist outbreaks in Algeria beginning in November 1954 gave rise to increasing concern among the Arab States, and on January 5, 1955, the representative of Saudi Arabia addressed a letter to the President of the Security Council reserving his Government's right to request the President to call a meeting of the Security Council to consider the situation in Algeria which the Saudi Arabian Government felt was likely "to endanger the maintenance of international peace and security." The Saudi Arabian representative, however, did not press the matter, and no request for Security Council consideration was made.

The situation did not improve and on July 26, 1955, Saudi Arabia, together with 13 Asian and Arab States (joined later by Liberia), requested that "The Question of Algeria" be placed on the agenda of the 10th General Assembly. The General Committee considered the matter on September 22. The French delegate argued that Algeria as an integral part of metropolitan France came under the provisions of article 2 (7) of the Charter, and that therefore the General Assembly was precluded from considering it. He warned that such interference in France's internal affairs would be intolerable and might mean the end of the United Nations.

The U.S. representative, Ambassador Henry Cabot Lodge, Jr., citing the explanatory memorandum submitted by the Asian-African States in requesting inclusion of the item, noted that "what is sought by the sponsors of this item is the sanction of the General Assembly to a course of action intended to bring about fundamental changes in the composition of the French Republic. It is the considered conclusion of the United States Government that the proposed item, viewed in the context of the action proposed to be sought in the General Assembly, falls within the provisions of Article 2 (7) of the United Nations Charter." Therefore the United States voted with the majority not to inscribe the item on the agenda. The vote was 8 against, 5 in favor (U.S.S.R., Poland, Egypt, Thailand, and Mexico), and 2 abstentions (Ethiopia and China).

When the General Committee's recommendation not to inscribe the Algerian item came before the plenary, it was the subject of intense debate. Ambassador Lodge, reiterating what he had said in the

General Committee, added "Let me say this final word. There is grave danger to the future of the United Nations in taking up questions whose consideration would conflict with the provisions of Article 2 (7). We definitely think that this danger is inherent in the pending question."

On September 30 the General Assembly rejected the General Committee's recommendations by a rollcall vote of 27 to 28, with 5 abstentions, and the Algerian question was inscribed on the agenda.

Following the announcement of the vote, the French Foreign Minister, M. Pinay, rose on a point of order and said he had twice "warned the Assembly of the consequences of a violation of Article 2 (7) of the Charter." France, he said, would refuse "to accept any intervention of the United Nations which would be in defiance of the provisions of the Charter." Concluding, he stated, ". . . I say this in all seriousness and with deep regret—I do not know what consequences the vote which has just been taken will have on the relations between France and the United Nations." At that point the entire French delegation left the Assembly hall. The next day the French delegation was ordered home.

The French withdrawal disturbed many delegations, who almost immediately began seeking means to assure France's return. After considering a number of methods, the Latin Americans undertook to obtain support for deletion of the Algerian item in a plenary meeting under rule 22 of the Assembly's Rules of Procedure which permits items to be deleted by a simple majority. This initiative was also pressed by Assembly President Maza of Chile who sought to obtain both French and Arab support. There were many misgivings about using this method, however, and the Arabs served notice they would oppose it strongly.

It was finally decided with Arab agreement to bring up the question in the Political Committee on the basis of an Indian motion. This motion, which was made on November 25, read "The General Assembly, decides not to consider further the item entitled 'The Question of Algeria' and is therefore no longer seized of this item on the agenda of the 10th session." As there were no objections, the chairman declared the motion adopted. There were no speeches or explanations of vote in the committee. An hour later, the General Assembly adopted the committee's recommendation without objection. In the Assembly there were several "explanations of vote" which in the main expressed the desire of the speakers that France return to the Assembly. Arab and Asian speakers, while echoing this desire, insisted that the motion just passed was procedural and did not affect the Assembly's competence to consider the matter.

Ambassador Lodge, in explaining U.S. support of the resolution,

called the vote "another example of the spirit of accommodation and compromise" that is essential to the proper functioning of the United Nations and the achievement of its fundamental purposes. He noted that while it was not possible to close one's eyes to the "realities of certain situations and the differences of opinion as to what should be done about them . . . this must not make us forget that the United Nations was conceived in the first place as a center for harmonizing the actions of its members." The Assembly's action, "made possible by wise statesmanship," he said, "has led us out of a most difficult situation fraught with danger for the United Nations."

Soon after this action, France resumed its participation in the Assembly's 10th session.

MOROCCO

The state of Morocco, under the sovereignty of its Sultan, is composed of a French Zone, a Spanish Zone, and an International Zone. French acquisition in 1912 by the Treaty of Fez of a protectorate over the whole of Morocco was followed later that year by the establishment of a small Spanish Zone through bilateral agreement between France and Spain. The Tangier Statute of 1923 formally established the International Zone though both the Treaty of Fez and the Franco-Spanish Convention of 1912 had recognized the special status of Tangier. Under the Treaty of Fez the Sultan entrusted France with the maintenance of order and defense; the conduct of foreign relations; and the responsibility for developing, in agreement with the Sultan, economic, educational, juridical, and administrative reforms. The Sultan would issue, under his seal, governmental decrees, which would be subject to approval and promulgation by the French Resident General in the case of those matters falling within French treaty rights and responsibilities.

Consideration at the 10th General Assembly

The French on August 20, 1953, had deposed Sultan Mohammed V and had placed his uncle, Sidi Mohammed Ben Moulay Arafa, backed by the powerful pro-French Pasha of Marrakech, El Glaoui, on the throne. The French declared that this was done to prevent civil war in Morocco. By midsummer of 1955, disorder was rife in Morocco, and in August the protectorate experienced a major outbreak of violence.

On the same day that they requested inclusion of the Algerian question on the agenda of the 10th General Assembly, the same group

of Arab and Asian States (joined by Liberia on August 1) asked that the question of Morocco again be considered by the Assembly. The item was inscribed on the agenda of the 10th session without objection although France continued in principle to oppose Assembly discussion of Morocco. However, by the time the question came before the Assembly's Political Committee in the latter part of November 1955, substantial progress toward conditions favorable to a settlement of the Moroccan problem was apparent.

In August, representatives of the French Government had entered into conversations with Moroccan leaders and with the exiled Sultan Mohammed V. Premier Faure had worked out a plan for solution of the problem of the throne and the creation of a representative Moroccan government. Developments were considerably speeded up when in October the Pasha of Marrakech withdrew his opposition to the return of Mohammed V and by the subsequent abdication of Moulay Arafat. On November 6, Sultan Mohammed V and Foreign Minister Pinay announced their agreement on the formation of a representative Moroccan government, which would undertake negotiations with the French Government designed to lead Morocco to the status of an independent state linked with France by ties of interdependence freely agreed to and defined. Mohammed V returned to the Moroccan throne on November 16. Thus, despite an outbreak of dissidence in the Rif, the relation between the two Governments showed a marked improvement.

It was in this atmosphere, and following the deletion of the Algerian question from the Assembly's agenda on November 25, that the Political Committee on November 28 began its debate on a draft resolution, sponsored by 31 Asian, African, and Latin American States, which it adopted the same day. In general, the speakers applauded the new turn of events in Morocco, and several expressed the hope that the draft resolution would be adopted unanimously. The U.S. representative, Ambassador Lodge, said that the "constructive events which have taken place in connection with the Moroccan situation since it was last considered by the General Assembly give great satisfaction to the United States." He expressed, in the name of the United States, best wishes to the Sultan and the people of Morocco. Citing the conventions already concluded between Tunisia and France, he stated that agreement "reached through negotiations on a basis of equality between the parties directly concerned" was the "type of negotiation which the United States has always favored."

The 31-power draft resolution, noting that negotiations between France and Morocco would be initiated and expressing confidence that a satisfactory solution will be achieved, called for postponing "further consideration" of the Moroccan item. The Political Com-

mittee adopted this text by a vote of 49 (U.S.) to 0, with 5 abstentions (Australia, Belgium, Luxembourg, the Netherlands, United Kingdom). The U.K. delegate, in explanation of his vote, agreed with the sentiments of the resolution but stated he abstained because his delegation did not think Morocco was a question on which the General Assembly should properly pass judgment. The Australian delegate associated himself with the statement of the delegate of the United Kingdom. The resolution recommended by the committee was adopted in plenary without debate on December 3, by a vote of 51 to 0, with 5 abstentions.

Palestine

Due largely to serious border incidents, relations between Israel and the surrounding Arab States showed a regrettable deterioration during 1955. At the end of 1954, prospects for the resolution of the area's problems had appeared somewhat brighter, but as the result of two large-scale military operations carried out by Israel, against Egypt in the Gaza strip in February and against Syria in the Buteiha area northeast of Lake Tiberias (Sea of Galilee) in December, efforts at improving the political situation were effectively frustrated. These developments, together with the continuing raids inside Israel by Arab infiltrators, the lack of progress in the resolution of the Arab refugee problem, and the active intervention of the Soviet Union in the affairs of the area through its use of the veto in the Security Council and the sale of Czech arms to Egypt, underscored the urgency of a just and lasting peace for the Palestine area. In notable contrast, however, substantial progress was made in negotiating a program for the development of the Jordan River system as the result of continued U.S. efforts toward this end.

For the third consecutive year, the only item relating to the Palestine area before the General Assembly in 1955 concerned the U.N. Relief and Works Agency for Palestine Refugees in the Near East, and is discussed in Part II, below. The Palestine Conciliation Commission during 1955 continued to concern itself with evaluation of Arab refugee property left in Israel and with the complete release of Arab accounts blocked in Israel.

ENFORCEMENT OF THE GENERAL ARMISTICE AGREEMENTS

During 1955 relations between Israel on the one hand, and Egypt, Jordan, Syria, and Lebanon on the other, continued to be governed by the bilateral general armistice agreements, under which differences

between the signatories are usually handled by the four bilateral Mixed Armistice Commissions provided for in those agreements. This enforcement procedure functioned satisfactorily in 1955 so far as relations between Israel and Jordan and Lebanon were concerned. Relations between Israel and Egypt and Syria, however, remained generally so tense that the Mixed Armistice Commissions concerned were unable to resolve the disputes before them, and this resulted in prolonged Security Council consideration of three major disputes.

Suez Canal: Egyptian-Israeli Case

In September 1954, the Israeli ship *Bat Galim* attempted to transit the Suez Canal and was seized by Egyptian authorities on the basis of the allegation that the ship, after entering Egyptian territorial waters, had fired upon two fishing boats, sinking one of them and causing the death of two fishermen. The ship, crew, and cargo were held by the Egyptian Government, whereupon the matter was referred to the Egyptian-Israeli Mixed Armistice Commission and in October was brought to the Security Council by Israel.

Egyptian restrictions on shipping to and from Israel had first been subject to Security Council consideration in 1951. On September 1 of that year the Council passed a resolution calling upon Egypt to lift those restrictions on the ground that Egypt could no longer claim to be a belligerent and hence exercise belligerent rights. The matter was raised again in the Security Council in 1954, and a resolution seeking to reiterate Egypt's obligation to lift its restrictions was vetoed by the Soviet Union.

Debate on the *Bat Galim* case continued into 1955. At its meeting on January 4, 1955, the Council had before it the report of the Chief of Staff of the U.N. Truce Supervision Organization that Egypt's actions could not be justified. At the opening of the meeting the Egyptian representative informed the Council that the crew had been released, reiterated his Government's intention to free the ship and its cargo, and suggested that a subcommittee of the Mixed Armistice Commission discuss arrangements for its release. Representatives of the United Kingdom, France, Brazil, and the United States all welcomed this information but held that it was insufficient and that Egypt should permit free and unobstructed transit through the Suez Canal. Subsequently, the representatives of Belgium, Peru, and New Zealand took similar positions. The President of the Security Council then indicated that it was the consensus of the Council that its members regarded the 1951 resolution as having continuing validity and effect, and that it was in this context that they had considered the *Bat Galim* case. The steps Egypt had taken

toward settlement were welcomed by the President, who hoped that a continued attitude of conciliation on both sides would bring about arrangements for the release of the ship and cargo. No resolution was tabled, and the Council did not consider the case further.

Gaza: Egyptian-Israeli Case

An Israeli armed force, on February 28, 1955, crossed the armistice demarcation line into the Egyptian-held Gaza strip and attacked in force. As a result of the attack, 37 members of the Egyptian armed forces and 2 civilians were killed and another 30 soldiers and 2 civilians wounded. Egypt promptly requested Security Council action on this matter. Israel entered a countercomplaint charging continuous Egyptian violations of the armistice agreements and resolutions of the Security Council, attacks by Egyptian armed forces against Israeli armed forces, assaults by raiders from Egyptian-controlled territory, and failure of Egypt to adopt and enforce effective measures against such acts of violence. The complaint also accused Egypt of alleging the existence of a state of war, engaging in warlike propaganda against Israel's territorial integrity and political independence, and refusing to negotiate a final settlement of outstanding differences between the two countries.

When the Security Council met on March 4 every member except the Soviet Union made statements deploring the Gaza action. They held that the incident was all the more regrettable because the area had been relatively calm, and they commended Egypt for its restraint. Belatedly, at the next meeting, the Soviet Union expressed similar views. The Soviet representative, however, took the occasion to claim that the formation of the Turkish-Iraqi Pact was the cause of the tension in the area.

Maj. Gen. E. L. M. Burns, the Chief of Staff of the U.N. Truce Supervision Organization, reported to the Council at the same meeting. He pointed out that the military action in question was in violation of the armistice agreement and that, despite a number of casualties along the armistice demarcation line prior to the Gaza incident, there had been a period of tranquillity. He pointed out that he had earlier suggested certain steps which he felt Egypt and Israel should examine, on an informal basis, with the idea of decreasing tension along the demarcation line. These measures would include joint patrols along sensitive sections of the demarcation line, a local commanders' agreement, the erection of barbed-wire barriers along certain sections of the demarcation line, and the manning of all outposts by regular Egyptian and Israeli troops.

The Egyptian representative held that the Council should request the punishment of those responsible for the action and warned that although Egypt had exercised restraint there was a limit to such an attitude. The representative of Israel took the position that the Gaza action was a result, rather than the primary cause, of the existing tension, and pointed out that Egypt had been found guilty in twice as many cases in the Mixed Armistice Commission as Israel in the months immediately prior to and subsequent to the raid.

On March 29 the United States, together with the United Kingdom and France, submitted a joint resolution which, after recalling previous pertinent resolutions of the Council and noting the decision of the Egyptian-Israeli Mixed Armistice Commission, condemned the Gaza action as a violation of the cease-fire provisions of the Security Council resolution of July 15, 1948, and as inconsistent with the obligations of the parties under the General Armistice Agreement and the U.N. Charter. It called upon Israel to take all necessary measures to prevent such actions and expressed the Council's conviction "that the maintenance of the General Armistice Agreement is threatened by any deliberate violation of that agreement by one of the parties to it and that no progress towards the return of permanent peace in Palestine can be made unless the parties comply strictly with their obligations under the General Armistice Agreement and the cease-fire provisions of its resolution of 15 July 1948."

Ambassador Henry Cabot Lodge, Jr., speaking on behalf of the United States, pointed out that much progress had been made toward resolving the difficulties of the area and that with such progress the United States had come to believe the time was not too distant when the intermittent fighting characterizing the situation on the borders of Israel and the Arab States would have become a thing of the past. He acknowledged that new incidents had occurred since the Gaza attack. He did not condone infiltration and agreed that there might have been provocations, but he pointed out that "the United States believes that whatever the provocation might have been in this case, there was no justification for the Israeli military action at Gaza. . . . The conclusion which we draw from the report of the Chief of Staff and from the statements of the parties is that armed attack, planned and directed as it has been in this case, is no answer to the problems which rightly concern and distress the people of Israel. It is no service to them to increase internal tension, to bring the area to the brink of war, and to discourage and frustrate honest and sincere efforts to build a constructive peace." The other sponsors spoke in a similar vein, as did all other members of the Council. At the conclusion of these statements, the Council unanimously adopted the tripartite resolution.

The following day, March 30, the Council met again to consider another tripartite resolution having the same sponsorship. This resolution took note of General Burns' report on the conditions along the armistice line between Egypt and Israel; indicated the Council's desire to take all possible steps to preserve the security of the area; requested the Chief of Staff to continue his consultations with the two Governments with a view to introducing practical measures to that end; and noting that he had already made certain specific proposals, called upon the two Governments to cooperate with him in regard to his proposals. The parties were asked to bear in mind that in General Burns' opinion infiltration could be reduced if agreement were effected between the parties along the lines that he had proposed. The Chief of Staff was asked to keep the Council informed of progress in his discussions. This resolution was likewise unanimously adopted on the same day.

Six days later the Council met again to hear a new Israeli complaint that there had been attacks against Israel by armed forces and civilians from Egyptian-controlled territory, repeated attacks on Israeli army patrols along the border, and an attack on an Israeli army patrol in the village of Nahal Oz 3 days before. On April 14 the Chief of Staff reported on the incidents in question and on the general situation since the Gaza incident. He conceded that there was increased tension and pointed out that the reactions of the Governments to his proposals recently endorsed by the Council had been such that neither side would accept any of the proposals that had been accepted by the other side. At the Council meeting on April 19 the U.S. representative agreed with the Chief of Staff that the incidents under discussion might well be due to the tensions caused by the Gaza raid. He held that the situation demonstrated a lack of vigilance by local governmental authorities which had to be corrected and that it was incumbent on all officials of both parties to exercise the greatest diligence to prevent such actions by those under their control. Both Egypt and Israel had to assume responsibility for local enforcement. He concluded by urging that joint patrols be instituted and that both parties cooperate with the Chief of Staff in carrying out the resolution of March 30.

Similar positions were taken by the representatives of France and the United Kingdom. The representative of the Soviet Union, as President, stated the consensus of the Council that there was no need for any new action by the Council inasmuch as the necessary measures to avert such incidents were already provided for in the March 30 resolution.

In June, when Ambassador Lodge assumed the presidency of the Council, incidents along the border had again increased. He there-

fore addressed a letter to each of the members of the Council in his capacity as president stating that he felt it incumbent upon himself to bring to the attention of the members of the Council his concern over the situation created by the continued incidents along the demarcation line and the difficulties that General Burns was encountering in carrying out the Council's resolution of March 30. He expressed the hope that this resolution would be implemented promptly, but said that if this hope were not realized, another meeting of the Council to consider further assistance and support to the Chief of Staff might be necessary.

Following this letter, the tempo of incidents fell off until the latter part of August when a new series culminated in an attack by Israeli forces on Khan Yunis in the Egyptian-held Gaza strip on August 31. In the week prior to that attack there had been, according to the Chief of Staff's report, "an organized series of attacks on vehicles, installations and persons, carried out by gangs of marauders in Israel territory . . . The number and nature of these acts of sabotage perpetrated well within Israel territory are such as to suggest that they are the work of organized and well-trained groups. Investigations so far completed by United Nations military observers tend to support this view. The sudden resumption of this type of incident after they had practically ceased for three months is significant."

These developments led the United States, the United Kingdom, and France to request, on September 7, that a meeting of the Security Council be held as soon as possible to consider cessation of hostilities and measures to prevent further incidents in the Gaza area. As a result of this request, the Council met the following day. At that meeting the Council had before it a draft resolution submitted by the representatives of the three Governments. This resolution noted that an appeal of the Chief of Staff for an unconditional cease-fire had been accepted by both parties; called upon both parties to take all necessary steps to bring about order and tranquillity in the area and, in particular, to desist from acts of violence and to continue the cease-fire in full force and effect; endorsed General Burns' view that the armed forces should be clearly and effectively separated; held that the U.N. observers should have freedom of movement in the area to fulfill their functions; and called upon both parties to appoint representatives to meet with the Chief of Staff and cooperate with him fully to these ends.

All but one of the Council members spoke endorsing the resolution. Ambassador Lodge, in urging adoption of the resolution, voiced the concern of the Council that General Burns' proposals, endorsed by

the Council's resolution of March 30, had not been put into effect. Ambassador Lodge stated, "We do not propose to discuss particular incidents or to assess blame. We wish to look ahead and to set down our firm conviction that the parties must begin to look ahead, and that the time for them to do so is now. The situation calls for immediate efforts and not past recrimination." Holding that the parties urgently needed an agreement in their own interest, he urged that negotiations be renewed under General Burns' aegis and expressed the hope that the Chief of Staff would soon be able to report that agreement had been reached. The resolution was unanimously adopted the same day.

Although negotiations were resumed, at the year's end common ground for an agreement had not been found, and other incidents had unfortunately occurred between the two parties in and around the demilitarized zone on the Egyptian-Israeli demarcation line.

Buteiha: Syrian Complaint

On the evening of December 11, 1955, a large Israeli military force attacked, across the Syrian-Israeli demilitarized zone and Lake Tiberias, the Buteiha Farms area in Syrian territory northeast of Lake Tiberias. This attack, which resulted in the loss of 56 Syrian soldiers' lives, brought a prompt request from Syria for Security Council deliberation. The Government of Israel, in announcing the attack, held that it had been carried out in order to insure that Israeli farmers, fishermen, and workers could go about their peaceful pursuits unmolested by Syrian guns. It contended that this action had been undertaken only following an unprovoked attack by Syrian batteries against an Israeli patrol boat on Lake Tiberias the day before.

When the Council met on December 16, Ambassador Lodge, together with eight other members of the Council, expressed shock at the action. While holding that the Council should await official reports from General Burns, he stated that, as had been said many times in the past, the United States opposed such acts of military violence. Regardless of whether or not there were provocations, U.N. members, and Israel specifically, had undertaken not to resort to the use of force in the settlement of their disputes, and it was therefore greatly to be regretted that Buteiha should be added to the list of military actions that Israel had initiated at Gaza, at Qibya, and at El Hamma. Indicating the U.S. concern for the peace of the area, Ambassador Lodge said, "The peace and future welfare of the Near East rests in largest measure on the shoulders of the leaders of the countries in

that part of the world. There must be restraint, regardless of whatever the provocations to fight may be. Should fighting break out again, the only victors will be those who live and rule by misery and chaos. The United States Government is convinced that the responsible leaders in the Near East know this to be true. This Council should encourage as best it can this continued sense of responsibility."

At the end of the year, while the Council had received General Burns' report on the attack, final Council action had not been taken.

NEGOTIATIONS FOR THE DEVELOPMENT OF THE JORDAN RIVER VALLEY

Throughout 1955 Ambassador Eric Johnston continued his negotiations with Israel on the one hand and Egypt, Jordan, Syria, and Lebanon on the other, in an effort to obtain an understanding for the international development and full utilization of the waters of the Jordan River and its tributaries. His negotiations, which commenced in 1953, were originally based on plans prepared for the U.N. Relief and Works Agency for Palestine Refugees (UNRWA) by the Tennessee Valley Authority. An Arab Technical Committee presented certain counterproposals, as did Israel, and these served as the basis for negotiations during 1954. Out of these early discussions certain fundamental principles were developed, and these principles, together with an important technical study prepared by the engineering firms of Michael Baker, Jr., Inc., and the Harza Company, became the basis for negotiations which by the year's end had developed an overall plan technically acceptable to all the interested states for the use and control of the Jordan waters.

Ambassador Johnston made two trips to the Near East for negotiations with the interested governments during the year. Negotiations were also conducted with representatives of Israel in Washington. On the first of the two trips to the area, very substantial progress was made in reducing differences between the Arab position on the one hand and Israel's on the other. All the interested parties came to accept the necessity of coordinated water development and the probable utilization of Lake Tiberias as a main reservoir. No final understanding could be reached on the precise water allocations, although the differences were substantially reduced. Subsequent to this trip, negotiations were conducted in Washington in an effort to obtain a precise definition of what Israel was prepared to agree upon.

From the middle of August to the middle of October, Ambassador Johnston was again in the Near East for further negotiations. By

their end, all the major technical problems of an overall plan appeared to have been resolved satisfactorily. Under the plan that evolved, approximately 60 percent of the water of the Jordan River system was to be allocated to Lebanon, Syria, and Jordan, and the remaining 40 percent to Israel. In view of the Arab concern for insuring maximum storage of water within Arab territory and Israel's increased interest in using Lake Tiberias as a reservoir in preference to earlier plans for reservoirs in the Galilee Plains, it was decided to postpone the decision on the use of Lake Tiberias for 5 years, during which possible alternative sites for the economic storage of Arab waters were to be explored. If no economic storage scheme could be found by the end of the period, water over and above that to be stored at Maqarin on the Yarmuk River would be stored in Lake Tiberias. The various engineering surveys that had been made indicated that by the systems of dam structures and irrigation canals contemplated in the plan all the area in Lebanon, Syria, and Jordan that could be economically irrigated would be served by the water allocations and facilities to be constructed.

The basic rights and responsibilities of a neutral international authority were also accepted by both sides. These elements included the use of impartial and technically skilled personnel who would have established means for insuring the delivery of waters when and as scheduled, would have ready access to the water course of the river system, would be able to make prompt detections of any possible violations, but would operate with the minimum of interference in the affairs and control of the states concerned. An essential element of the system is that it is by way of being automatically self-enforcing.

At the end of Ambassador Johnston's second visit to the area in 1955, only formal political concurrence on the plan remained to be obtained.

South Africa

The General Assembly at its 10th session again had on its agenda two items concerned with the racial policies of the Union of South Africa. One was before the Assembly for the fourth time and the other for the ninth. The first related to the general problem of race conflict in South Africa, which had been brought before the Assembly first in 1952 by 13 Arab and Asian States. The second had originally been placed on the Assembly's agenda by India in 1946 and concerned the discriminatory treatment of some 350,000 South African nationals of Indian origin. The Assembly's action in 1955 on these two items was not such as automatically to retain them on its agenda.

RACE CONFLICT IN SOUTH AFRICA

For the third year the United Nations Commission on the Racial Situation in the Union of South Africa continued its studies, holding two sessions in 1955, at New York and at Geneva. In its report to the 10th General Assembly, the Commission reviewed the development of the racial situation in South Africa from August 1954 to July 1955. It found no changes in the general lines of South Africa's policy of *apartheid* and again pointed out that the various legislative measures enacted during the years in implementation of this policy were consistent neither with South Africa's Charter obligations nor with certain provisions of the Declaration of Human Rights. The Commission observed, however, what it regarded as "a significant hesitancy in the application of the policy of *apartheid*." Reviewing its past suggestions for remedial action, the Commission again suggested more frequent interracial contacts, conferences, and roundtable discussions, and possible technical assistance by the United Nations.

General Assembly Consideration

As in the past, South Africa strongly opposed inclusion of this item on the Assembly's agenda on the ground that it involved matters strictly of domestic jurisdiction. Speaking in the General Committee, the U.S. representative, Ambassador Henry Cabot Lodge, Jr., also expressed doubt about the wisdom of Assembly discussion of questions of this kind, the international character of which was subject to serious question. However, the General Committee recommended inscription of the item, with the United States voting in the affirmative, and the General Assembly on September 30 approved this recommendation over South Africa's continued opposition.

The *Ad Hoc* Political Committee began discussion of the *apartheid* question on October 24. At the outset the South African representative reiterated his Government's conviction that the Assembly, in inscribing the item, discussing it, and adopting resolutions, had acted contrary to the provisions of article 2 (7) forbidding U.N. intervention in matters essentially within the domestic jurisdiction of any state, and had thereby infringed South Africa's rights under the Charter. For this reason he announced that his delegation had been instructed not to participate in, or be present during, discussion of the item. However, he reserved his right to participate in voting on any proposal that might be submitted.

On November 3 a draft resolution was introduced, sponsored jointly by Afghanistan, Bolivia, Burma, Egypt, Ethiopia, Haiti, India, Indonesia, Iran, Iraq, Lebanon, Liberia, Pakistan, the Philippines,

Saudi Arabia, Syria, and Yemen. The draft proposal, after preambular provisions noting previous resolutions on the *apartheid* question and recalling certain other Assembly actions regarding respect for human rights and fundamental freedoms for all, commended the Commission; noted with regret South Africa's refusal to cooperate with it; recommended for South Africa's consideration the Commission's suggestions; expressed concern at the continued implementation of the policy of *apartheid*; reminded South Africa of its Charter obligations respecting human rights; asked the Commission to keep under continuing review the racial situation in South Africa and to report to the 11th session of the Assembly; and again requested South Africa's fullest cooperation:

The U.S. representative, Congressman Chester E. Mellow, emphasized the great complexity of this problem and the need to determine how the United Nations can "play its part, in a practical and constructive way, in promoting the advancement of human rights everywhere." Recalling the continuing belief of the United States in the basic equality of man, he pointed out that the concepts of liberty and equality could not be implemented overnight. One observation of the Commission, he believed, deserved special consideration, namely, the moral force that mobilized international public opinion can bring to bear, a factor of particular importance in the realm of human rights. For this reason, he said, the United States considered that the prudent course lay in reaffirmation of the belief in "the basic wisdom and the universal validity of the human rights provisions of the Charter as a standard to which all Members aspire." The United States, he added, continued to believe that it was not proper to single out one country for condemnation; human rights problems should be viewed in the context of the evolution of international standards having general application.

Subsequently, in explaining how the United States would vote on the 17-power resolution, Representative Mellow stated that, although the United States did not believe that the proposal was the best way to achieve constructive results, it would, in order to avoid any misunderstanding regarding its continued opposition to any form of racial discrimination, abstain in the vote on the resolution as a whole but vote against the provisions continuing the Commission since it did not believe that body served a useful purpose.

On November 9, in a paragraph-by-paragraph vote on the 17-power resolution, all provisions were adopted by the *Ad Hoc* Political Committee, and the draft resolution as a whole was approved by a rollcall vote of 37 to 7, with 13 abstentions, including the United States.

SOUTH AFRICAN WITHDRAWAL

After completion of the voting, the representative of South Africa stated that he was under instructions to inform the *Ad Hoc* Political Committee of his Government's serious view of the inquiry into its legislation resulting from previous resolutions and from the proposal just adopted. The inquiries, he said, constituted a flagrant violation of article 2 (7) which no sovereign government could tolerate. Accordingly, after serious consideration, his Government had decided to recall the South African delegation and also its Permanent Representative to the United Nations from the present session of the General Assembly. Following these remarks the South African representative left the committee, and the South African delegation withdrew from all further proceedings of the 10th session.

ASSEMBLY ACTION

The *Ad Hoc* Political Committee's report was discussed by the General Assembly in plenary on December 6, 1955. Assembly President Maza announced that, as in the past, a two-thirds majority was required for adoption of the recommended proposal.

At the outset, the Costa Rican representative referred to his delegation's view that the Commission, since it was not permitted by South Africa to enter that country, could not offer any solution to the problem. He therefore indicated his intention to abstain on those provisions of the resolution relating to the Commission. At the same time his delegation, believing that the problem should remain under review, proposed an amendment whereby the Assembly would decide to continue consideration of the *apartheid* question at its 11th session. This amendment, however, which was voted upon first, failed to obtain the required two-thirds majority. The ensuing vote on the committee-recommended text was paragraph-by-paragraph. In a rollcall vote, operative paragraph 7, requesting the Commission to keep the racial situation in South Africa under review, failed by one to obtain the required two-thirds majority, the vote being 33 in favor, 17 against (including the United States), and 9 abstentions. The other paragraphs relating to the Commission's continued existence were likewise rejected. Thereafter the draft resolution as a whole, with the provisions relating to the Commission's continuation deleted, was adopted by 41 votes to 6, with 8 abstentions (including the United States).

TREATMENT OF INDIANS IN SOUTH AFRICA

Following the Assembly's adoption in 1954 of a resolution urging the parties to enter into direct negotiations on the question of the treatment of persons of Indian origin in the Union of South Africa, the Union, in late December of that year, proposed a roundtable conference with India and Pakistan. An exchange of messages between the parties took place, during which India indicated willingness to participate in such a conference on the understanding that participation would not in any way prejudice the stand taken by either side on the question of domestic jurisdiction. However, the projected negotiations never came about. After Prime Minister Nehru made two speeches in the Indian Parliament criticizing the racial policies of the Union of South Africa, the latter in April 1955 cabled India breaking off negotiations and simultaneously informed Pakistan of this decision. In its reply, India disclaimed responsibility for the collapse of negotiations on the grounds that South Africa had not halted its repressive measures pending the proposed talks and that it was unreasonable to expect India to refrain from criticizing such measures in the meantime.

At this juncture, in accordance with the authorization given him in the 1954 Assembly resolution, Secretary-General Hammarskjöld designated Ambassador Luis de Faro of Brazil to assist the parties in entering direct negotiations. Subsequently the Secretary-General informed the 10th General Assembly that Ambassador de Faro had approached the parties, and that while India and Pakistan had offered full cooperation, South Africa had declined on the ground that such cooperation might prejudice its position that the issue was solely one of domestic jurisdiction. Consequently, on September 15, Ambassador de Faro had reported that there was nothing further he could do to facilitate negotiations.

Action by the 10th General Assembly

The General Assembly on September 30, 1955, with the Union of South Africa as in the past opposed, voted to include the item on Indians in South Africa on its agenda. Its *Ad Hoc* Political Committee considered this item at two meetings on December 8 and 9. A draft resolution sponsored by Argentina, Bolivia, Chile, Costa Rica, Ecuador, El Salvador, Haiti, Honduras, and Yugoslavia was submitted, under which the Assembly would urge the parties to pursue

negotiations with a view to bringing about a settlement, and would request them to report jointly or separately to the Assembly at its next session.

The U.S. representative, Congressman Chester E. Merrow, told the committee that the United States was "convinced that only the parties themselves, by direct negotiations, can bring about a solution." He supported the draft resolution as offering hope for a "constructive approach" but expressed "serious reservations" about the automatic inscription of this matter on the agenda of the 11th General Assembly. In the course of the debate, the cosponsors accepted an amendment proposed by Denmark which, instead of requesting, would "invite the parties to report as appropriate, jointly or separately" to the 11th session of the Assembly.

The nine-power resolution as amended was adopted by the *Ad Hoc* Political Committee on December 9 by a rollcall vote of 43 to 0, with 8 abstentions, the United States voting for the resolution. The General Assembly approved the committee-recommended text December 14 by a vote of 46 to 0, with 8 abstentions. India and Pakistan voted for the resolution and indicated that if negotiations were in progress at the time of the 11th General Assembly they would so inform the Secretary-General but would make no report until the talks had been completed. As indicated earlier, South Africa did not participate in the consideration of this item, having withdrawn its delegation on November 9 in connection with the Assembly's consideration of the *apartheid* question.

Taiwan (Formosa)

Tension in the area of Taiwan (Formosa) increased rapidly during the fall and winter of 1954-55. The U.S. Seventh Fleet was in the area continuing its mission, undertaken at the outbreak of the Communist aggression in Korea, to help defend Taiwan against invasion from the Communist-held mainland. The danger of general hostilities became even greater as Communist artillery and aircraft began heavy attacks against several of the offshore islands under the control of the Republic of China whose forces undertook military counter-measures in self-defense. This situation was discussed at the ninth session of the General Assembly, which decisively rejected Soviet charges of U.S. "aggression" against Communist China.

President Eisenhower in an address to the Congress on January 24, 1955, pointed out the danger created by these aggressive Communist actions and reiterated this Government's firm intention to defend Taiwan. Referring to the renewed Communist attacks against the

offshore islands, the President said “. . . Communist China has pursued a series of provocative political and military actions, establishing a pattern of aggressive purpose.” The President recalled that the Chinese Communists had themselves proclaimed that purpose as “the liberation of Taiwan.” He added, “We believe that the situation is one for appropriate action of the United Nations under its Charter, for the purpose of ending the present hostilities in that area. We would welcome assumption of such jurisdiction by that body.”

Because the situation had become too critical to await U.N. action, the President added, he was impelled “to ask the Congress to participate now, by specific resolution, in measures designed to improve the prospects for peace.” He stated that the United States must be prepared to assist the Republic of China to redeploy its forces and be ready to take appropriate military action to counter any “concentration or employment of Chinese Communist forces obviously undertaken to facilitate attack upon Formosa. . . .” Pointing out that he was not suggesting any enlargement of this Government’s obligations beyond Taiwan and the Penghu (Pescadores) Islands as provided by the Mutual Defense Treaty with the Republic of China, which had been signed the previous December, the President added “. . . the danger of armed attack directed against that area compels us to take into account closely related localities and actions which, under current conditions, might determine the failure or the success of such an attack.”

On January 29 the Congress adopted by an overwhelming majority the joint resolution requested by the President (Public Law No. 4) and on February 9 the Mutual Defense Treaty between the United States and the Republic of China, which was signed at Washington on December 2, 1954, was approved by the Senate for ratification. The treaty came into force on March 3 and was registered with the United Nations.

SECURITY COUNCIL CONSIDERATION

Diplomatic consultations had been undertaken meanwhile among the United States, the United Kingdom, and New Zealand looking toward U.N. action. On January 28, 1955, the New Zealand representative sent a letter to the President of the Security Council stating that “the occurrence of armed hostilities between the People’s Republic of China and the Republic of China in the area of certain islands off the coast of the mainland of China has made it clear that a situation exists, the continuance of which is likely to endanger the maintenance

of international peace and security." He requested an early meeting of the Security Council to consider the matter.

The Soviet representative addressed a letter to the President of the Council on January 30, stating that "the intervention of the United States of America in the internal affairs of China and the recent extension of acts of aggression by the United States against the People's Republic of China in the area of Taiwan are aggravating tension in the Far East and increasing the threat of a new war." He requested an immediate meeting of the Council to consider a Soviet draft resolution which, after rehearsing familiar Soviet allegations concerning U.S. actions in the area, condemned "these actions of aggression" by the United States and recommended that the United States put an end to them and immediately withdraw its forces from the area. The resolution also urged that "no military action should be permitted in the Taiwan area by either side, so that the evacuation from the islands in this area of all armed forces not controlled by the People's Republic of China may be facilitated."

On January 31, when the Council met to consider this matter, the Soviet representative submitted a second resolution, this one inviting a representative of the "People's Republic of China" to attend the Council's meetings in order to participate in the discussion of the Soviet proposal. As the meeting opened, the Soviet representative moved that the Council decide not to admit the representative of the Republic of China to participate in the consideration of the items listed on the provisional agenda. Upon the motion of Ambassador Henry Cabot Lodge, Jr., however, the Council decided (with only the U.S.S.R. opposed) not to consider any proposals to exclude the representative of the Republic of China or to seat representatives of the "People's Republic of China."

In the discussion on adoption of the agenda, the Security Council President, speaking as the representative of New Zealand, pointed out that beginning in September 1954 there had been a sharp increase in military activity in the area of the islands off the mainland of China which had culminated in the seizure by Communist forces of the island of Ichiang. Because of the danger of widespread hostilities, his Government believed that there existed a situation likely to endanger the maintenance of international peace and security which must be considered by the Council with a view to bringing the fighting to an end. In his view a proper consideration of this matter required the presence of a representative of the "People's Republic of China" and accordingly he would, following the adoption of the agenda, ask the Council to extend an invitation to the Communist authorities to send a representative to participate in the discussion (without the right to vote). He added that since the Secretary-General had al-

ready established direct contact with the "People's Republic of China" (in connection with the effort to secure the release of the UNC fliers) he would suggest that the invitation be conveyed by the Secretary-General.

The Soviet representative, urging the adoption of the Soviet item, referred to a number of events which, he said, affected the maintenance of peace in the Far East. He described President Eisenhower's message of January 24 as open interference in the internal affairs of China. He termed the resolution adopted by the Congress of the United States a call to "preventive war" and cited a number of alleged instances of U.S. "aggressive actions" in the area. These actions, he said, were responsible for the increase in tension and created a threat to international peace. Arguing that the New Zealand proposal "sidestepped" the vital question by limiting the discussion to the seeking of a cease-fire applying only to a small group of offshore islands, he stated that the Soviet proposal was addressed to the real source of tension in the area and that its adoption would bring about an end to the fighting.

The Chinese representative pointed out that the root of the problem was to be found in the continued aggression of international communism directed by the Soviet Union. The New Zealand proposal, he felt, was too limited in scope and took a "superficial" approach to the real problem. He could not, therefore, support its inscription. He added that he would oppose the Soviet item because it was based on false allegations and advanced solely for propaganda purposes.

In supporting the New Zealand item, Ambassador Lodge summarized the intensified Communist military actions beginning in September 1954 with the bombardment of Quemoy and culminating in the seizure of Ichiang Island and pointed out that the forces of the Republic of China had limited their response to operations of a purely defensive character in the immediate vicinity. Stressing that "the danger to peace which exists as a result of that situation can be removed only through the cessation of hostilities," he indicated that the United States believed that reference of this situation to the Council was desirable.

Turning to the Soviet item, Ambassador Lodge termed it a "cold war fraud." He then proceeded to correct a few of the "flagrant inaccuracies" in the statement of the Soviet representative, pointing out that, far from threatening the Chinese Communists with war, the President's statement to the Congress, the resolution adopted by the Congress, and the Mutual Defense Treaty with the Republic of China were "aimed entirely at preventing aggression." He concluded by stating that the United States would nevertheless not oppose

inscription of the Soviet item and would welcome an opportunity to place the facts before world public opinion.

The U.K. representative noted that the "shop-soiled" Soviet charges of aggression by the United States had been firmly rejected at the ninth session of the Assembly. Nevertheless, he said, in keeping with the normal practice of the Council, the United Kingdom would support inscription of both items. He proposed that "the Council should give prior consideration to the New Zealand item and reach a conclusion upon it before taking up the Soviet item."

Strong support for the views expressed by Ambassador Lodge and the U.K. representative was voiced by the representatives of Brazil, Belgium, Peru, Turkey, and Iran. In the voting that followed the Council decided to inscribe the New Zealand item by a vote of 9 to 1 (U.S.S.R.), with China abstaining; and to inscribe the Soviet item by a vote of 10 to 1 (China). Next the Council rejected by a vote of 1 (U.S.S.R.) to 10 a Soviet amendment to place the Soviet item first on the agenda. Finally, by a vote of 10 to 1 (U.S.S.R.), the Council decided that it would conclude its consideration of the New Zealand item before taking up the Soviet item.

As the Council began its substantive debate, the French representative cautioned against any hurried procedure and suggested that the only objective the Council should set for itself at that time was to arrange a cease-fire in the area, adding, "Such a measure does not prejudice the rights of either party nor endanger any of their claims, but will simply, for its duration, avert the undeniable dangers to which world peace is subjected by the continuation of hostile acts. . . ." He said that because such a cease-fire could not be imposed without agreement, it was highly desirable to have the participation in the discussion of a representative of the Chinese Communists.

The Chinese representative opposed an invitation to the Communist regime on the ground that it would be wrong to invite an aggressor to participate in the Council's debates and would, if accepted, only subject the Council to further Chinese Communist propaganda and abuse.

Ambassador Lodge supported the issuance of an invitation to the Chinese Communists to send a representative to be present at the Council's discussion of this item, but made clear that U.S. support had no bearing on the opposition of this Government to the representation of China in the United Nations or any related body by the Chinese Communists; nor did it involve any change in its attitude against recognition of the Chinese Communist regime.

The Council, by a vote of 9 to 1 (China), with the Soviet Union abstaining, adopted the New Zealand proposal to invite a represent-

ative of the Chinese Communists to participate in the discussion of the New Zealand item and requested the Secretary-General to convey the invitation. The Council then adjourned to await a reply from the Chinese Communists.

On the same day, January 31, the Secretary-General addressed a cable to the Chinese Communist authorities transmitting the Council's invitation. In a cable dated February 3 the Chinese Communists rejected the invitation on the ground that the New Zealand proposal constituted intervention in China's internal affairs and served to "cover up the acts of aggression by the United States against China." The cable stated that the Chinese Communist authorities fully supported the proposal of the Soviet Union and, further, that "Taiwan, the Penghu (Pescadores) Islands and other islands are inalienable parts of Chinese territory. The Chinese Peoples' exercise of their own sovereign rights in liberating their own territory is entirely a matter of China's internal affairs. . . ." It asserted that the "People's Republic of China" would agree to send a representative "only for the purpose of discussing the resolution of the Soviet Union and only when the representative of the Chiang Kai-shek clique has been driven out from the Security Council and the representative of the People's Republic of China is to attend in the name of China. . . ."

The Council met again on February 14. The representatives of New Zealand, the United Kingdom, Turkey, Brazil, and France expressed their regret that the Communist authorities had rejected the Council's invitation. They reiterated their support of the New Zealand proposal, and agreed that the seriousness of the situation was such that all possible means of alleviating it should be considered. Accordingly, they believed it would be desirable to hold further private consultations.

Ambassador Lodge stated that the United States shared the disappointment over the Chinese Communist reply which, he said, was not only rude but also willfully distorted the purpose of the New Zealand item. Its allegations against the United States were false. He concluded by saying, "We are convinced the Security Council must continue to seek the objective proposed at our last meeting by the representative of New Zealand. The importance of stopping the fighting is as great as it ever was. . . . We shall continue our consultations with members of the Council in an effort to bring about a cessation of hostilities. Until those are concluded, therefore, we can adjourn this meeting, subject to the call of the President."

After defending the position taken by the Chinese Communists, the Soviet representative moved that the Council pass on to a discussion of the Soviet item since, in his opinion, it had exhausted

the discussion of the New Zealand item. In reply the representatives of New Zealand and the United Kingdom pointed out that the Council had not completed its consideration of the New Zealand proposal but that in the circumstances the wisest course would be to adjourn to permit further consultations. Meanwhile the Council would remain seized of the New Zealand item. The Soviet motion was put to the vote and rejected by a vote of 1 (U.S.S.R.) in favor and 10 against. The Council then adjourned. Subsequent consultations among members of the Council did not lead to a solution of the impasse created by the refusal of the Chinese Communists to participate in the discussion of the New Zealand item, and the Council did not take up the matter again during 1955.

SUBSEQUENT DEVELOPMENTS

The situation in the area of the offshore islands remained tense for some weeks following the Council's discussions. But the sporadic military actions became less frequent and smaller in scope by mid-summer.

The situation continued to cause concern, however, because of the inherent threat of wider hostilities created by Communist China's open avowal of a policy of force. Commenting on this situation in an address before the Foreign Policy Association on February 16, 1955, Secretary Dulles said, "It is hardly to be expected that the Chinese Communists will renounce their ambitions. However, might they not renounce their efforts to realize their goals by force?" The suggestion that the Communist authorities renounce the use of force with respect to Taiwan, which was repeated on other occasions, did not elicit a favorable response, however, and the Chinese Communists maintained their position during 1955.

West New Guinea or West Irian

The Asian-African conference at Bandung, Indonesia, in April 1955 supported the Indonesian position in its dispute with the Netherlands over West New Guinea. Partly as a result of that agreement, 15 Arab, Asian, and African States requested by letter dated August 10, 1955, that "The Question of West Irian (West New Guinea)" be placed on the agenda of the 10th General Assembly. The year before Indonesia had been the sole sponsor of a similar request.

BACKGROUND

The large island of New Guinea consists of three political subdivisions. Its eastern half is divided into Papua, which has been under Australian authority since 1906, and the New Guinea Trust Territory, a former German possession which was placed under Australian mandate by the League of Nations following World War I. Australia voluntarily put the New Guinea Trust Territory under the U.N. trusteeship system in 1946 and later obtained the United Nations' concurrence in placing the trust territory and Papua under a common administrative system.

The western half of the island was a part of the Netherlands East Indies before World War II. After it was wrested from Japanese hands, it was returned to Netherlands control. The Netherlands remains in physical possession of this territory. Since Indonesia obtained independence in 1949, sovereignty over West New Guinea, to which Indonesia gives the name of Irian Barat, has been in dispute.

This dispute which revolves about the meaning of the first two articles of the Charter of the Transfer of Sovereignty, signed at The Hague on December 27, 1949, at the conclusion of the Roundtable Conference that gave Indonesia its independence, was first brought to the General Assembly in 1954. The United Nations had, however, been active in the Indonesian-Dutch controversy that preceded the Roundtable Conference, and a United Nations Commission for Indonesia had previously been established which was instrumental in bringing the parties together for a general settlement. In this settlement the question of West New Guinea was left in abeyance. The General Assembly debate in 1954 was prolonged and covered the procedural, legal, and political aspects of the problem, but no resolution on the question was adopted. The United States had previously informed interested parties that it would be neutral on this question, and at the ninth General Assembly the United States took no part in the debates and abstained on all motions.

GENERAL ASSEMBLY CONSIDERATION AT THE 10TH SESSION

The Arab-Asian-African request for inclusion of the item on West New Guinea was considered by the General Committee on September 29. New Zealand proposed that consideration of inscription of the item be postponed. This motion failed to carry (the United States abstained), and the General Committee then voted to include the

matter on the agenda by a vote of 7 to 5 (U.K., France, Norway, New Zealand, Luxembourg), with 2 abstentions (United States, China). This recommendation was adopted by the plenary on October 3, by vote of 31 to 18, with 10 abstentions (United States).

Before the West New Guinea item was considered in committee, the Dutch and the Indonesians agreed to start negotiations on several outstanding matters. A proposed Indian-Indonesian-Ecuadorian-El Salvadoran draft resolution deciding to postpone for the time being further consideration of the item was unacceptable to the Dutch and Australians because the resolution mentioned the negotiations (which the Dutch insisted would not touch on the sovereignty of West New Guinea) and requested a progress report on them to the 11th General Assembly. A substitute Dutch-Australian draft resolution proved unacceptable to Indonesia.

On December 12, however, Ecuador, India, New Zealand, Norway, and Syria submitted a joint draft resolution which provided that the General Assembly, having considered "The Question of West Irian (West New Guinea)," hoping that the problem would be peacefully resolved and noting the joint statement issued by the Governments of Indonesia and the Netherlands on December 7, 1955, would express the hope that the negotiations referred to in the joint statement would be fruitful.

This joint draft resolution was adopted without objection by the Political Committee and similarly adopted in plenary on December 16, 1955.

The United States throughout maintained its policy of neutrality with respect to the issue and abstained on all votes.

GENERAL POLITICAL PROBLEMS

The stalemate that since 1950 had prevented the admission of any new members to the United Nations was broken in 1955 with the admission of 16 new members. However, 3 qualified applicants, Japan, the Republic of Korea, and Viet-Nam, were again denied admission by Soviet vetoes. The Organization also had before it in 1955 two other political problems of a general nature. One concerned the elections to the Security Council at the 10th General Assembly. The other was the 6-year-old Soviet effort to seat the Chinese Communists in the United Nations and the specialized agencies, which continued to be entirely unsuccessful.

Admission of New Members

Before the 10th General Assembly convened, there was evidence of great interest in finding a solution to the problem of the admission of new members, an issue completely deadlocked since the admission of Indonesia in September 1950.

Nineteen applications were pending, 14 of which had received 7 or more affirmative votes in the Security Council but had been blocked from admission by repeated Soviet vetoes; these 14 had also been endorsed for admission by at least a two-thirds majority in the Assembly. They were, in order of the submission of their applications: Jordan, Portugal, Ireland, Italy, Austria, Finland, Ceylon, the Republic of Korea, Nepal, Viet-Nam, Libya, Cambodia, Japan, and Laos. The 5 remaining applicants had never been found qualified for membership by either the Security Council or the General Assembly. These applicants, all within the Soviet orbit, were Albania, the "Mongolian People's Republic," Hungary, Rumania, and Bulgaria. In addition, applications from the Communist puppet regimes of North Korea and Viet Minh were on file, but were not generally regarded as valid.

The application of Spain, submitted September 23, 1955, rounded out the list of pending applicants.

PRE-ASSEMBLY CONSULTATIONS

Continuing efforts to find a solution to the membership problem were intensified during the summer in the belief that the Geneva meeting of the Heads of Government in July had created an atmosphere more conducive to resolving the matter at the 10th session of the General Assembly. The Bandung conference, meeting in the spring, had called on the Security Council "to support the admission of all those states which are qualified for membership in terms of the Charter" and expressed the opinion that Cambodia, Ceylon, Japan, Jordan, Laos, Libya, Nepal, and a "unified Viet-Nam" were so qualified. Canada initiated consultations in the late summer with many U.N. members looking toward the admission of all pending applicants including Outer Mongolia, except the divided states of the Republic of Korea and Viet-Nam. A number of the applicants were canvassing widely and making strong representations on behalf of their candidacies for membership. Ceylon had appointed a Special Ambassador, sent to New York to promote Ceylon's prompt admission, and had asked Security Council members represented at Bandung to take action in the Council on Ceylon's behalf.

Balancing the view of some members that Asia must have increased representation in the Organization, there was considerable feeling among others that it was intolerable that so many key European states should remain excluded. These developments gave fresh impetus to the view, shared increasingly among members, that the Organization should become more nearly universal in membership.

At its ninth session the General Assembly had continued for another year the Committee of Good Offices, consisting of representatives of Egypt, the Netherlands, and Peru, which was established by the eighth session to consult with Security Council members in an effort to achieve a solution of the membership question. That committee consulted from time to time during the year with the permanent members of the Security Council. Its chairman, Dr. Victor Belaunde of Peru, was particularly active at the time of the San Francisco Commemorative Meeting. When the Committee of Good Offices reported to the 10th session, however, it stated only that it had consulted with members of the Security Council and that "the permanent members, although continuing to adhere to their positions on the question of admission, conveyed the impression that such adherence was not necessarily immutable in view of the current evolution of the international atmosphere." In light of the possibility of "further improvements in the international atmosphere," the committee expressed readiness to continue its efforts during the 10th session.

POSITIONS AT THE 10TH GENERAL ASSEMBLY

The general desire to find some way to break the deadlock on membership was further demonstrated during the Assembly's general debate when more than 40 speakers urged that ways be sought to bring qualified new members into the Organization. In his speech on September 22, Secretary of State Dulles pointed out that "about a score of sovereign nations are not represented here and many of them meet the membership tests of our Charter. They are peace-loving and they have shown themselves able and willing to carry out the Charter's obligations. Their governments would reflect here important segments of world opinion. To block the admission of such nations by use of the veto power is a grave wrong, not only to them, but it is also a wrong to this Organization and to all its Members. I hope that during this Tenth Session action will be taken by the Security Council and by the General Assembly to bring these nations into our membership. Thus the United Nations would enter its second decade better equipped to serve mankind."

During the general debate also, Soviet Foreign Minister Molotov announced that his Government was prepared to support the admission

of 16 applicants, presumably excluding Japan, the 2 divided states, and Spain, whose application had just been received.

Consistent with the U.S. view that the veto should not be used to bar the admission of new members, Ambassador Henry Cabot Lodge, Jr., initiated consultations with each permanent member of the Security Council to see if all could agree to refrain from the use of the veto on pending applications.

Throughout the session extensive informal consultations were carried on by a number of other members, particularly Paul V. Martin of the Canadian delegation and Chairman Belaunde of the Good Offices Committee. In general, these efforts were directed in the first instance toward action in the Assembly, but there was a general reluctance to take up the membership item formally until a favorable outcome in the Security Council was in view.

On November 13 Ambassador Lodge issued a public statement setting forth U.S. views on membership. Taking account of the known attitude of a majority of members that it would not be practicable to urge action on the admission of 2 divided countries, Korea and Viet-Nam, although the United States regarded them as qualified, he stated our conviction that 13 of the remaining applicants (Austria, Cambodia, Ceylon, Eire, Finland, Italy, Japan, Jordan, Laos, Libya, Nepal, Portugal, and Spain) were qualified for membership. He referred to reports that the Soviet Union would be willing to withhold its veto and accept these free nations as members if the free world were willing to accept the satellite applicants. He emphasized that the satellite applicants were in a subordinate relationship to Moscow, and that to refrain from blocking their admission did not mean approval of their present systems of government nor condonation of the violations of human rights in which they had persistently engaged. Indeed, he saw reason to hope that membership in the United Nations would to some extent bring the peoples of these countries closer to independence. The overriding fact was that the admission of 13 free nations would greatly outweigh whatever drawbacks there might be in the admission of the others because the 13 would add moral weight to the United Nations. For these reasons, Ambassador Lodge announced that the United States would vote for admission of the 13 and abstain in the Security Council on the others. Such an abstention, he noted, was consistent with the U.S. policy expressed in the Vandenberg Resolution of 1948, approved by an overwhelming majority of the Senate, which called for voluntary agreement among the permanent members of the Security Council to remove the veto from the admission of new members. Ambassador Lodge also expressed the view that the application of Outer Mongolia would not be acted upon favorably.

Pressure and activity aimed at achieving a solution of the membership problem mounted steadily during the remaining weeks of the Assembly. The Canadian delegation continued actively to seek cosponsors for its proposal for the admission of 18 pending applicants—including Outer Mongolia but excepting the divided states. A number of Latin American members, interested in assuring the admission of qualified applicants—particularly Italy, Portugal, and Spain—joined in the Canadian initiative. On November 17 the U.S.S.R. announced publicly what it had already told a number of delegations privately, that either the 18 applicants including Outer Mongolia but excluding Korea and Viet-Nam must all be admitted or the U.S.S.R. would veto the admission of all free-world candidates.

The Chinese delegation announced its willingness to abstain on the applications of the European satellites and its intention to veto Outer Mongolia's application on the ground that it failed to meet the qualifications of article 4 of the Charter. A number of delegations made special efforts to persuade China not to thwart the will of the majority by vetoing the admission of Outer Mongolia.

FIRST ASSEMBLY ACTION

Although the United States had on November 15 requested an early meeting of the Security Council on membership, the Canadian delegation proceeded with its proposal in the General Assembly calling for admission of all the applicants except the divided states, and on December 1, cosponsored by 28 members, this proposal was submitted formally to the *Ad Hoc* Political Committee.

The joint proposal expressed appreciation for the work and efforts of the Good Offices Committee; requested the Security Council to consider "in the light of the general opinion in favor of the widest possible membership of the United Nations" the applications of all those states about which no problem of unification arose; and requested a report from the Security Council on these applications during the 10th session. The U.S.S.R. submitted an amendment listing the 18 countries obviously covered by the joint proposal, but subsequently withdrew it after the sponsors of the joint resolution submitted a revised draft inserting the word "eighteen" in the appropriate place, thus making explicit the number of countries covered.

Cuba also submitted amendments to the 28-power text. These amendments would have modified the resolution to request consideration of the pending applications "in accordance with the principles established by the advisory opinion of the International Court of Justice of 28 May 1948." This opinion stated that the sole qualifications for admission to membership were that the applicant must be a

state, be peace-loving, accept the obligations of the Charter, be able to carry out these obligations, and be willing to do so; and that for a member to make its consent to the admission of an applicant dependent on admission of other applicants clearly constitutes a new condition "incompatible with the letter and spirit of Article 4 of the Charter." The Cuban amendments also provided for replacing the word "eighteen" by the word "twenty," thus covering the Republics of Viet-Nam and Korea.

Discussion in the *Ad Hoc* Political Committee indicated extensive sentiment favoring the broadest possible solution. Strong opposition to this view was expressed by the representatives of Cuba and China. The Cuban representative made a plea for observance of the provisions of article 4 of the Charter as interpreted by the opinion of the International Court of Justice. The representative of China advanced detailed arguments in support of his position that "Outer Mongolia" was neither qualified nor fit for membership and vigorously attacked the Canadian proposal on grounds of morality and legality. He urged members not to abandon established principles merely to overcome the illegal obstacle created by the Soviet Union's insistence on the admission of "Outer Mongolia" as a condition for the admission of the qualified applicants.

The U.S. representative, Ambassador Lodge, stated that this Government was guided by three basic principles: "(1) to bring into membership all qualified states which apply; (2) to follow the provisions of the Charter as to judging the qualifications of the applicants; (3) to avoid thwarting the will of a qualified majority by use in the Security Council of the 'veto,' a voting privilege given to five nations in the expectation that it would only be used in exceptional circumstances." He explained that the United States intended to vote for the admission of all qualified states that had applied and regarded both the Republic of Korea and Viet-Nam as qualified. However, it could not "support in any form the applications made for Albania, Bulgaria, Hungary, Outer Mongolia and Rumania." In the U.S. view, "the Governments of these states are not now independent, and their present subject status constitutes, or derives from, a violation of treaties and other international engagements." At the same time, Ambassador Lodge observed, the issues involved were those about which honest differences of opinion could occur and for this reason, among others, the United States did not intend "to use the veto in the Security Council to thwart what may be the will of a qualified majority in the Security Council and in the General Assembly." He explained that the United States would abstain in the vote on the joint resolution because, although it simply requested the Council to "consider" certain applications, it had been so interpreted that an affirmative

vote might involve the United States in a departure from its three principles. He concluded by expressing the earnest hope that "out of the present discussion will come the admission of those qualified states whose exclusion clearly violates our Charter and whose presence amongst us will add greatly to the wisdom of our councils and to the weight of moral authority which is exercised by this organization."

The 28-power draft resolution was voted upon by the *Ad Hoc* Political Committee on December 7. Following a paragraph-by-paragraph vote, in the course of which the Cuban amendments, for which the United States voted, were rejected, the resolution as a whole was adopted by a rollcall vote of 52 to 2 (China and Cuba), with 5 abstentions (Belgium, France, Greece, Israel, and the United States). The committee report was considered by the General Assembly on December 8, and the recommended resolution was approved by an identical rollcall vote, 52 to 2, with 5 abstentions.

SECURITY COUNCIL CONSIDERATION

The General Assembly's decision was immediately communicated to the President of the Security Council, Sir Leslie Munro of New Zealand, who convened the Council on December 10. He explained that the meeting had been summoned "in response to the obvious anxiety of most members that action by the Council should be completed as soon as possible."

China immediately submitted 13 draft resolutions recommending the separate admission of Austria, Cambodia, Ceylon, Ireland, Italy, Japan, Jordan, the Republic of Korea, Laos, Libya, Portugal, Spain, and Viet-Nam, thus including the Republic of Korea and Viet-Nam, which were not covered by the Assembly's resolution.

Arkady Sobolev, the Soviet representative, urged prompt action to admit the 18 applicants covered by the Assembly's recommendation. He attached particular importance to procedure and said that it was "essential to reach agreement on a procedure and order which would exclude the possibility of any accidents or surprises both in the voting in the Security Council and in the subsequent vote in the Assembly on the admission of new members." He proposed a plan whereby the Council and Assembly would consider each application virtually simultaneously. First the Security Council would vote on each application separately, in order of the date of submission, after which its recommendation would immediately be transmitted to the Assembly for action. The Assembly in turn would notify the Council of its action. Following completion of action by both bodies on an application, the next application would be considered in the same way. Mr. Sobolev submitted a draft proposal to this

effect and separate proposals recommending admission of the 18 applicants.

Ambassador Lodge presented the U.S. position in the same terms as in the *Ad Hoc* Political Committee.

Speaking as the representative of New Zealand, Sir Leslie Munro stated his delegation's intention to vote for the 18 applicants covered by the Assembly resolution. He was prepared, however, to accept a separate vote on each applicant, after which a vote on the entire group would be taken. On behalf of New Zealand and Brazil, he submitted a draft resolution. There were two preambular paragraphs: "having noted" the resolution adopted by the General Assembly on December 8, and "having considered" separately the applications for membership of Albania, the "Mongolian People's Republic," Jordan, Ireland, Portugal, Hungary, Italy, Austria, Rumania, Bulgaria, Finland, Ceylon, Nepal, Libya, Cambodia, Japan, Laos, and Spain. In the operative portion the Council would recommend to the Assembly the admission of these 18 countries.

The Iranian representative proposed that priority be given this proposal. His motion was initially opposed by the Soviet representative who sought priority for his own proposal, explaining his concern that the procedure contemplated in the joint resolution might mean that not all 18 states would be admitted, that even if the Security Council recommended their admission, the Assembly might not approve all 18.

In view of the differences of opinion regarding the procedures to be followed, Sir Leslie Munro adjourned the Council until December 13 to afford members a reasonable time for reflection. When the Council reconvened, Mr. Sobolev announced that, in view of the explanations and the support for the procedure contemplated by the Brazilian-New Zealand proposal, his delegation would not insist upon priority for its proposal.

The Council then turned to discussion of the individual applicants. The British representative stated that, despite reservations about the qualifications of some of the 18 applicants, particularly Outer Mongolia and Albania, he would vote for all 18 countries. The Chinese representative regarded the arrangements for a separate vote on each of the 18 applicants contemplated by the sponsors of the joint resolution as involving distinct progress but noted that the list did not include Korea and Viet-Nam. He insisted that these two countries should also be voted upon. Discussing the individual applicants, he expressed grave doubt concerning the qualifications of the Eastern European satellites. As for Outer Mongolia, he stated that Outer Mongolian troops had invaded China in 1947, and had participated with the Chinese Communists and North Koreans in the war in Korea.

He concluded that Outer Mongolia was not qualified for membership since, in particular, it was not a peace-loving state. He appealed to all delegations "to make a last fight for the preservation of the United Nations" against what he regarded as a violation of its Charter, and to stand up to the Soviet Union and say "we will not be dictated to." Finally, he formally moved an amendment to the joint resolution to add the names of Korea and Viet-Nam to the list of applicants.

The Council approved the Iranian proposal to accord priority to the joint resolution by a vote of 8 in favor, 1 against (China), and 2 abstentions (Belgium, United States). At this juncture, the Turkish representative proposed adjournment for time to consider the Chinese amendment.

When the Council reconvened, the representative of New Zealand opposed the Chinese amendment on the ground that, by adding two more applicants to the list of 18, especially two about which the problem of unification arose, the Council would not be acting in accordance with the Assembly's request. This, he said, would diminish chances for success.

Ambassador Lodge did not share the belief that there was "a definite obligation" to give effect to the Assembly's recommendation, though it should be given "very respectful consideration." The United States, he said, had always supported the applications of the Republic of Korea and Viet-Nam, and the Chinese amendment was entirely appropriate. The representatives of the United Kingdom, France, and Turkey likewise supported the Chinese amendment. The Soviet delegate opposed it.

Council President Munro proposed that the joint resolution be voted upon paragraph-by-paragraph, the second preambular paragraph being divided so that the Council would vote first on the words "having considered separately the applications for membership of"; next on the Chinese amendment adding the Republic of Korea and Viet-Nam; then on the list of 18 separately. The Council would then vote on the last paragraph and, finally, on the resolution as a whole. The Soviet representative opposed this order of voting and proposed that the names of Korea and Viet-Nam be inserted in the list as determined by the dates of their applications. His proposal was rejected by a vote of 8 to 1, with 2 abstentions.

The first preambular paragraph of the joint resolution was adopted by a vote of 8 to 0, with 3 abstentions (Belgium, China, United States), and the words in the second preambular paragraph, "having considered separately the applications for membership of," were adopted 9 to 0, with 2 abstentions (China, United States). The President then put to the vote the Chinese amendment adding the Republic of Korea which was vetoed by the U.S.S.R., the vote being 9 to 1,

with 1 abstention (New Zealand). An identical vote rejected Viet-Nam. The President next put to the vote the application of Albania, which was approved 7 to 0, with 4 abstentions (Belgium, China, France, United States). The next applicant, Outer Mongolia, was vetoed by China. The vote was 8 to 1, with 2 abstentions (Belgium, United States). In succeeding separate votes Jordan, Ireland, Portugal, Italy, Austria, Finland, Ceylon, Nepal, Libya, Cambodia, Japan, and Laos were vetoed by the U.S.S.R., all other Council members voting for their admission; Spain's application was likewise vetoed by the U.S.S.R., and one member (Belgium) abstained. The vote on Hungary, Rumania, and Bulgaria, was identical in all three cases, 9 to 0, with 2 abstentions (China, United States). Thus all but the European satellites were vetoed.

At this point the Council President put to the vote what remained of the second preambular paragraph which now read, "having considered separately the applications for membership of Albania, Hungary, Rumania and Bulgaria." It failed of adoption, receiving 1 vote in favor (U.S.S.R.), 4 against (Brazil, China, Peru, Turkey), and 6 abstentions. There was thus nothing to recommend to the Assembly.

At this juncture the Soviet representative, who had cast 15 vetoes against the applications of clearly qualified states, sought to place the onus for failure to achieve a solution of the membership problem on the representative of China. He also accused the United States of carrying out a campaign, both in the Assembly and the Security Council, to prevent the admission of new members. His delegation, he asserted, would continue to work for a solution.

Ambassador Lodge pointed out that 17 countries could have been admitted but for the Soviet position. He denied that the United States had sought to influence the situation, as the Soviet representative had charged, and pointed to the 52 votes recorded in the Assembly in the face of an American abstention as evidence. "The truth of the matter," he concluded, "is that the responsibility is squarely on the Soviet Union" which cast 15 of the 16 vetoes of the afternoon.

Indicating that he would not put the other proposals to the vote, Council President Munro stated that the failure to reach agreement must be reported to the Assembly where the problem might be reopened.

Security Council Recommendation

There was general disappointment at the failure to achieve a solution. Representatives of applicants present in New York were quick to voice their resentment at their continued exclusion. Blame

was attached both to the U.S.S.R. for its 15 vetoes, and to China for its veto of Outer Mongolia.

Late the next morning it was learned that the Soviet representative had sent a letter to the President of the Security Council requesting "an urgent meeting" the same day, December 14, on the question of admission of new members. The Council convened at 4 p. m.

The Soviet representative opened the discussion by recalling his previous statement that the Soviet Union would continue its efforts to solve the membership problem, and by announcing that the U.S.S.R. was withdrawing its negative vote with respect to a number of states and would vote for their admission, "but not for that of Japan, on the understanding and in the expectation that the question of the admission of Japan and the 'Mongolian People's Republic,' for which no positive solution was provided yesterday by a recommendation of the Security Council, will be referred to the next session of the General Assembly." He concluded by submitting a draft resolution according to which the Security Council, after two preambular paragraphs, "bearing in mind" the Assembly's resolution on membership, and "having considered separately" for membership the applications of Albania, Jordan, Ireland, Portugal, Hungary, Italy, Austria, Rumania, Bulgaria, Finland, Ceylon, Nepal, Libya, Cambodia, Laos, and Spain, would recommend their admission to the Assembly.

Following a half hour recess, Ambassador Lodge moved to add Japan to the Soviet proposal. Mr. Sobolev immediately objected. The majority strongly supported Japan's admission, but the Soviet representative made clear he would veto Japan and all other non-Soviet applicants if Japan were included without Outer Mongolia. Nevertheless he stated that his delegation supported Japan's admission, and he contended that the proposed Council action meant merely postponement of Japan's admission until the next Assembly session.

Council President Munro immediately put the Soviet proposal to the vote. Following adoption of the first preambular paragraph, and the preliminary portion of the second preambular paragraph ("having considered separately the applications for membership of"), separate votes were taken on each listed applicant. The U.S. amendment adding Japan was voted upon first and vetoed by the U.S.S.R., the 10 other votes being favorable. The Council voted next on Albania, which received 8 votes in favor to 0 against, with 3 abstentions (Belgium, China, United States). Unanimous votes were cast on the applications of Jordan, Ireland, Portugal, Italy, Austria, Finland, Ceylon, Nepal, Libya, Cambodia, and Laos. Hungary, Rumania, and Bulgaria each received 9 favorable votes, with 2 abstentions (China, United States). Spain received 10 favorable votes, with Belgium abstaining. The paragraph as a whole listing the 16 appli-

cants was approved, 8 to 0, with 3 abstentions (Belgium, China, United States), and the final paragraph recommending their admission to the General Assembly received the same vote, as did the draft resolution as a whole.

Ambassador Lodge, having noted the Soviet statement that Japan's admission was merely being postponed to the 11th session, submitted and sought immediate action on a proposal recommending Japan's admission to the General Assembly at that time. The Council recessed for half an hour at the request of the Soviet representative who later asked adjournment to the next day, to which the Council agreed.

SECOND ASSEMBLY ACTION

The General Assembly took up the Security Council's recommendation the same evening on the basis of a draft resolution sponsored by 41 members, under which the General Assembly would decide to admit to the United Nations the 16 countries recommended by the Council. In accordance with a Cuban request, a rollcall vote was taken on each applicant, with the following results: Albania, 48-3 (Cuba, Greece, China), with 5 abstentions (Dominican Republic, Netherlands, Philippines, United States, Belgium); Jordan, 55-0, with 1 abstention (Israel); Ireland, 56-0; Portugal, 56-0; Hungary, 49-2 (China, Cuba), with 5 abstentions (Greece, Netherlands, Philippines, United States, Dominican Republic); Italy, 56-0; Rumania, 49-2 (China, Cuba), with 5 abstentions (Netherlands, Philippines, United States, Dominican Republic, Greece); Bulgaria, 50-2 (China, Cuba), with 5 abstentions (Dominican Republic, Greece, Netherlands, Philippines, United States); Finland, 57-0; Ceylon, 57-0; Nepal, 57-0; Libya, 56-0, with 1 abstention (Israel); Cambodia, 57-0; Laos, 57-0; and Spain, 55-0, with 2 abstentions (Belgium, Mexico). Assembly President Maza observed that the General Assembly with these separate votes had accepted all 16 countries recommended by the Council and declared the draft resolution as a whole adopted.

In the ensuing explanations of votes most members expressed deep gratification at the admission of the 16 new members, a development that they believed would heighten the prestige of, and give new vigor to, the United Nations. Others observed that the decision did not mean the acceptance of any particular form of government or ideology, but rather an extension of the principle of universality by the United Nations. Many members regretted Japan's exclusion and voiced the hope that its admission would not be long delayed. Ambassador Lodge welcomed in particular the 12 free countries "who would bring much in civilization and wisdom" and whose presence would add greatly

to the usefulness of the Organization. The United States, he declared, would continue to work for Japan's admission.

FURTHER EFFORT ON JAPAN'S BEHALF

The Security Council reconvened December 15 to consider further the U.S. proposal recommending Japan's admission by the 11th Assembly. The Soviet representative submitted a substitute proposal recommending both Outer Mongolia and Japan for such action. The U.S. proposal was voted upon first, and another Soviet veto was cast against Japan. Next the Soviet proposal was rejected, only the U.S.S.R. voting affirmatively, and all other Council members abstaining.

The British representative urged that the Council endeavor to find a course upon which all might agree, and proposed that the Council simply take note that Japan is qualified for membership and express the hope that it will soon be admitted to the United Nations. After Mr. Sobolev indicated that this proposal merited serious consideration, the Council adjourned until December 21. At a meeting on that date, however, it became apparent that the Soviet Union would not accept the British proposal, and the Council adjourned *sine die*, without voting.

Elections for the Security Council

The 10th session of the General Assembly, on October 14, 1955, began the elections to fill the three seats on the Security Council to be vacated on December 31, 1955, by Brazil, New Zealand, and Turkey. On the first ballot Cuba and Australia, having received the required two-thirds majority, were elected to succeed Brazil and New Zealand respectively. However, a long deadlock ensued over the election of a successor to Turkey. The General Assembly held a total of 36 ballots on various dates from October 14 to December 20 before this deadlock was finally resolved.

At first, the Philippines and Poland were the only candidates for the seat occupied by Turkey. The United States strongly opposed Poland and supported the Philippines. On the third ballot, the Philippines came within one vote of being elected, and after the fourth ballot Poland withdrew in favor of Yugoslavia. The United States continued its firm support of the Philippines. No country from the Far East had ever had a nonpermanent seat on the Security Council. In the U.S. view, this situation was inequitable and should be rectified, as the Bandung conference had recommended. Moreover, the United

States considered the Philippines eminently qualified for a Security Council seat. A majority along with the United States continued to support the Philippine candidacy. However, a sufficient number of other members supported Yugoslavia to prevent the Philippines from obtaining the required two-thirds majority support.

On December 16, before the 35th ballot, the President of the Assembly announced that in an effort to find a solution consultations had been held with a number of delegations, in particular with the delegations of the two candidates. He explained that it was agreed that lots should be drawn to determine which candidate should withdraw in the present election, it being understood that the winner would, at the end of the first year in office, resign from the Council and that for the remainder of the term the seat would be filled by the election of the other candidate. The President also announced that lots had been drawn and that in consequence the Philippines had withdrawn in favor of Yugoslavia. Although the Assembly did not immediately agree to this procedure and held a 35th inconclusive ballot, it elected Yugoslavia under this arrangement on the 36th ballot on December 20. Thus it is understood that Yugoslavia will serve until December 31, 1956, when the Philippines would obtain the seat for the second half of the term. The United States accepted the procedure arrived at to end the deadlock as the best solution under the circumstances.

Chinese Representation in the United Nations

During 1955 the Soviet bloc, with the support of a few non-Communist countries that favor participation of the Chinese Communist regime in the United Nations, continued its efforts to exclude representatives of the Government of the Republic of China from various bodies of the United Nations and its specialized agencies and to seat representatives of the Chinese Communist regime. Since 1950 this question has consistently been raised in one form or another in almost all U.N. organs—the Security Council, the General Assembly, the Economic and Social Council, the Trusteeship Council, and their subsidiary bodies, and in the specialized agencies and their subsidiary bodies, including subcommittees that are purely technical in purpose.

The United States has strongly opposed these efforts, taking the position that the Chinese Communist regime is a convicted aggressor which does not live up to recognized standards of international conduct. In order to avoid time-consuming debate on the substance of the issue and to facilitate agreement, the United States has taken the leadership in having the question disposed of by procedural means.

The large majority of countries have supported the U.S. position, and at the end of 1955 representatives of the Government of the Republic of China continued to represent China in every U.N. and specialized agency body of which China was a member.

CONSIDERATION AT THE TENTH GENERAL ASSEMBLY

The Soviet Union raised the Chinese representation issue at the opening of the 10th session of the General Assembly on September 20. The Soviet representative, Mr. Molotov, introduced a draft resolution under which the Assembly would decide that "the representatives of China in the General Assembly and in the other organs of the United Nations are the representatives appointed by the Central People's Government of the People's Republic of China." Ambassador Lodge immediately moved that the Assembly decide "not to consider, at its tenth regular session during the current year, any proposals to exclude the representatives of the Government of the Republic of China or to seat representatives of the Central People's Government of the People's Republic of China." This motion, which was accorded priority, was adopted by 42 votes to 12 (5 Soviet bloc, Burma, Denmark, India, Indonesia, Norway, Sweden, and Yugoslavia), with 6 abstentions (Afghanistan, Egypt, Israel, Saudi Arabia, Syria, and Yemen). The Soviet draft resolution was consequently not put to the vote.

Despite this action by the Assembly, the Soviet Union on November 8, in the meeting of the Credentials Committee, moved that the credentials of the representatives of the Government of the Republic of China not be recognized as valid. The Chairman, Awni Khalidy of Iraq, ruled the Soviet motion out of order on the ground that its consideration was precluded by the Assembly's decision of September 20. The Soviet delegate challenged the Chairman's ruling, but the ruling was upheld, 4 votes to 1, with 1 abstention. The Soviet representative then requested that a separate vote be taken on the Chinese credentials, but this request was also rejected by the committee by a vote of 4 to 2 (U.S.S.R., Indonesia). On November 17, the General Assembly voted 53 to 0, with no abstentions, to approve the report of the Credentials Committee as a whole.

Economic and Social Cooperation and Human Rights

The steady achievements of U.N. economic and social programs in response to the pressing needs of underdeveloped countries continued uninterrupted in 1955. Priority was again given to assisting the efforts of these countries to expand their economies and to improve the conditions under which their peoples live and work. Programs directed toward this end are of necessity long-range in character and have come progressively to reflect a "grassroots" approach. The activities of the United Nations and the specialized agencies in such widely disparate fields as health, education, agricultural production, and industrial output tend more and more to stress demonstration and example at the community level.

The trend toward "fusion of the economic and social" in the thinking and programs of the United Nations and the specialized agencies became increasingly apparent in 1955. United Nations activities in the economic and social fields have the common objective of improving the levels of living throughout the world. With the recognition of this common purpose has come the realization that these two lines of endeavor are complementary and interdependent. Economic development, again a principal concern of U.N. members in 1955, depends not only upon resources and technical skills, upon financing and opportunities for international trade, but also on improved living and working conditions, on educational advancement, and on that increased self-respect and self-reliance that come from the enjoyment of fundamental human rights and freedoms. Similarly, social development is not possible in the absence of an adequate economic base. The substantial measure of fusion that has occurred in these two fields is reflected in the nature of the increasing number of joint programs carried out by the United Nations and the specialized agencies, in cooperation with the recipient countries, and in the improved coordination of individual programs. It has also led to greater concentration of effort on the major and more urgent problems.

United Nations activities in the economic and social field are carried forward through the General Assembly, the Economic and Social

Council and its eight functional and three regional commissions, the U.N. Secretariat, such special operating bodies established by the General Assembly as the United Nations Children's Fund, the Office of the High Commissioner for Refugees, the United Nations Relief and Works Agency for Palestine Refugees in the Near East, and the United Nations Korean Reconstruction Agency, the 10 specialized agencies which are related to the United Nations by special agreements, and the United Nations Expanded Program of Technical Assistance, which is carried out through both the United Nations and the specialized agencies. The activities of these various organs and agencies followed established lines in 1955. Major accomplishments were recorded in connection with technical assistance, the establishment of the International Finance Corporation, increased international travel, permanent solutions for refugees, an international survey of social development programs, and the U.S.-sponsored human rights action program.

Both the amount of assistance to underdeveloped countries provided through the United Nations Expanded Program of Technical Assistance and the amount of money contributed to this program increased in 1955, as did the number of governments contributing. During the year 1,880 experts were sent out, and 2,050 fellowships were awarded to nationals of underdeveloped countries for study abroad, compared to 1,604 experts and 1,599 fellowships in 1954. Government contributions to the program for 1955 were almost 11 percent more than for 1954. The United States in 1955 increased its pledge for 1956 over that for the previous year by \$500,000, contingent upon its contribution not exceeding 50 percent of total contributions from all governments.

Very substantial progress was made in 1955 toward the establishment of the International Finance Corporation, which will be affiliated with the International Bank for Reconstruction and Development. The purpose of the new corporation is to assist in the financing of economic development, particularly by encouraging private investment in productive enterprises in underdeveloped countries. The United States has signed the Articles of Agreement establishing this Corporation, and the great majority of government members of the International Bank have expressed their intention of joining the Corporation. It should therefore be able to begin operations at an early date.

A U.S. initiative calling attention to the growing importance of international travel in economic and social development provided the basis for recommendations by the Economic and Social Council in the spring of 1955 to increase the volume of such travel. The Council's recommendations covered such specific steps toward this end as im-

proved transportation, hotel and other facilities, the support of official and private organizations promoting tourism, and the simplification of entry and exit procedures.

The new program of the U.N. High Commissioner for Refugees authorized by the General Assembly in 1954 to find permanent solutions for the problem of unassimilated refugees was well under way by the end of 1955. Over \$3 million was allocated for that year's program to assist the assimilation of refugees, primarily by integrating them in countries where they are now living—Austria, Germany, Italy, and Greece. More than \$500,000 was allocated to place aged and ill refugees in institutions, and over \$300,000 for emergency assistance to refugees, principally those of European origin now in Shanghai. The U.S. contribution of \$1,006,000 to this program, for which the Congress appropriated \$1,200,000 in 1955, was made on the basis of one-third of all government contributions.

The Economic and Social Council, and its Social Commission, considered in 1955 an "International Survey of Programs of Social Development" prepared by the Secretary-General, which indicated that substantial advances are being made in this field. However, it was also clear from this survey that much remains to be done, especially in underdeveloped countries and in rural areas undergoing rapid urbanization.

The General Assembly in 1955 began implementation of the three-fold human rights action program advocated by the United States. It established an advisory services program in the whole field of human rights, under which U.N. assistance, where such assistance is not available elsewhere, may be provided to a government at its request. Included in this broad program are the individual programs previously approved in the fields of freedom of information, women's rights, the eradication of discrimination, and the protection of minorities.

WORLD ECONOMIC SITUATION

The Economic and Social Council undertook its annual comprehensive review of the world economic situation during its 20th session which was held at the U.N. European Office in Geneva, Switzerland, from July 5 to August 5, 1955. This review was based primarily on the various economic surveys prepared by the U.N. Secretariat, the most important of which was the "World Economic Report, 1953-54." In addition, the Council had available regional economic surveys covering Europe, Latin America, Asia and the Far East, Africa, and the Middle East.

Although no specific action was recommended to governments on the general world economic situation, the exchange of views and information in the Economic and Social Council provided member governments with a better understanding of (1) recent developments in the world economy, (2) the economic problems that had to be dealt with, and (3) the methods that might be employed to attack these problems.

The U.N. "World Economic Report" pointed out that world trade in 1954 surpassed by 10 percent the alltime record that had been set in 1953, with the industrial nations of Europe accounting for most of this increase. The previous atmosphere of monetary crises and balance-of-payments emergencies which characterized the immediate postwar years had largely disappeared, and additional progress was made during 1954 in the direction of freer and less discriminatory trade on the basis of multilateral payments arrangements.

The United States and Canada experienced some economic readjustment during 1954 from previous high levels of economic activity, but definite signs of a new upswing appeared in both countries by the end of the year. The fact that the unfavorable impact of the economic readjustment in the United States on the international payments situation was small is particularly noteworthy. Not only did the value and volume of world trade increase during this period, but in general the gold and dollar reserves of the rest of the world also continued to increase, \$2.2 billion (including newly mined gold) being added to them during 1954. During 1954 output and employment continued to advance in Western Europe with an accompanying unprecedented expansion in the production of durable consumer goods, indicating increases in the standard of living beyond basic essentials such as food and clothing.

The increase in food production in the area of Free Asia was substantial and helped to provide a further foundation on which sound economic development could be pursued. On the whole, price developments during 1954 were marked by an absence of large fluctuations in the prices of primary products, although there were individual variations. The balance of payments of primary producing countries deteriorated in many cases. This was not the result of a decline in their export earnings, but was due mainly to the expansion of their imports, reflecting in many cases the increase of internal demand generated largely by rapid economic development.

While the general world economic picture at the end of 1954 was one of the most satisfactory since the war, there were, of course, problem areas. Particular countries faced difficulties in various economic sectors. The world-payments situation was still characterized by substantial U.S. aid to foreign countries, and the underdeveloped

countries were still faced with complex problems in endeavoring to accelerate the rate of their economic development.

In presenting the "World Economic Report" to the Council, the U.N. Secretary-General noted the increasing world prosperity of the past few years and the encouraging resilience of the rest of the world in the face of economic fluctuations in the United States. However, he warned that this situation might be based to some extent on temporary factors and pointed also to the continuing important restrictions on trade and payments. Moreover, he felt that the continued existence of extremes of poverty and the waste of human and material resources in underdeveloped areas were inconsistent with the achievement of any lasting world equilibrium.

All delegations welcomed the signs of growing world prosperity in the period under review. Most delegations, however, with different degrees of emphasis, shared the view that serious problems remained. Many felt that the current prosperity was supported by temporary and possibly accidental factors and were concerned by the widespread persistence of exchange and quota restrictions in international trade. They pointed out that imports of many underdeveloped countries had been maintained only by decreasing their monetary reserves and that the problem of overcoming the growing discrepancy between living standards in underdeveloped areas and the rest of the world still remained.

The statement of the U.S. representative on the Council, John C. Baker, was characterized by a tone of confidence and optimism regarding developments in the U.S. economy. He pointed out that economic readjustments in the United States following the end of hostilities in Korea proved to be hardly more than a brief interruption to the remarkable economic growth enjoyed by our free enterprise economy since the war. Furthermore, this interruption did not have the unfavorable repercussions on the rest of the free world that many people had previously believed must necessarily follow.

After reviewing the factors contributing to the new upswing in economic activity in the United States beginning toward the end of 1954, he listed the forces making for the continued long-term growth of our economy: a rapid growth of population; the need for large amounts of basic construction in such areas as transportation, housing, and education; the potentialities of our expanding programs of scientific and industrial research; the high quality of our business and labor leadership; the incentives of our free enterprise system; the readiness of our government to encourage and support individual initiative; and the embodiment of all these elements in a continued rise of productivity.

Noting the importance that other countries attached to economic developments in the United States, Dr. Baker pointed out (1) that we can make our best contribution to world economic stability by maintaining a high level of economic activity at home and (2) that we have a positive and deeply rooted interest in the economic well-being of the free world whose economic growth our foreign economic policy is designed to stimulate.

General Agreement on Tariffs and Trade

The General Agreement on Tariffs and Trade (GATT), negotiated under U.N. auspices although not a U.N. instrument, contains a set of principles by which member states agree to conduct their mutual foreign trade relations and provides a means for negotiating reductions in tariffs and other governmentally imposed barriers to international trade. During the ninth session of the contracting parties which met in Geneva from October 28, 1954, through March 7, 1955, the General Agreement was reviewed and revised. In addition, an agreement was drafted to establish an Organization for Trade Cooperation to administer the General Agreement and perform certain general functions in the field of international trade. A bill approving U.S. membership in the Organization for Trade Cooperation has been submitted to the Congress for enactment.

Other significant results of the review session included a series of amendments to the substantive provisions of the General Agreement; a declaration renewing to January 1, 1958, the firm life of the tariff concessions which are an integral part of the agreement; and a waiver granted to the United States to eliminate the possibility that action it may be required to take under section 22 of the Agricultural Adjustment Act, as amended, may be considered inconsistent with its obligations under the General Agreement.

In addition to the review of the General Agreement, the contracting parties at the ninth session handled a large number of problems arising from the regular operations of the agreement. As is customary in their annual sessions, they conducted multilateral consultations on import restrictions maintained by countries in balance-of-payments difficulties, reviewed reports on actions taken under waivers or other special authorizations, acted upon certain new requests for waivers, and promoted the settlement of trade disputes between individual governments that had been referred to them. The contracting parties also completed arrangements for special tariff negotiations with Japan, and extended the arrangements for Japan's provisional participation in the General Agreement, pending its formal accession.

The special tariff negotiations leading to the accession of Japan to the General Agreement began at Geneva on February 21, 1955. An agreement containing the terms for Japan's participation was signed June 8, 1955, and Japan became a contracting party to the General Agreement on September 10, 1955.

The Tenth Session of the Contracting Parties to the General Agreement on Tariffs and Trade was held at Geneva, Switzerland, from October 27 through December 3.

Arrangements were concluded during the 10th session for a "fourth round" of tariff negotiations to be held at Geneva beginning January 18, 1956. Other important activities during the session were consultations with countries maintaining restrictions on imports for balance-of-payments reasons, in an effort to obtain further reductions of these restrictions, and the settling of a number of trade difficulties between individual countries, including a complaint brought by the United States in 1954 against German restrictions affecting U.S. trade in coal.

International Trade, 1954 was published in Geneva in July. It contains a summary of recent developments in the structure and pattern of international trade and of barriers and controls in international trade, as well as a summary of the principal activities during 1954 of the contracting parties to the General Agreement.

International Commodity Trade

The great concern of many governments with problems of trade in primary commodities continued to be a major influence in the programs of interested intergovernmental organizations during 1955. International discussions of these problems included an intensive review of the outlook for the principal commodities individually and for commodity trade in the aggregate. Much attention was devoted to the basis and framework for this trade, both as it existed currently and as it would develop if proposals for further governmental action were adopted. As in 1954, there was extensive discussion of procedures for international consultations and cooperation. The United States participated in most of these discussions, which took place both within U.N. bodies and in less directly related agencies.

The special problems of individual commodities in some cases involved shortages, particularly in several metals and minerals. In other commodities, including a number of agricultural products, the immediate problems were those of market surplus. The overall situation, however, was not such as to require extensive resort to international controls.

There was general recognition among governments of common interests in expanding commodity trade on a mutually advantageous basis. They differed, however, in their opinions on the relative advantages and disadvantages of international regulation designed to reduce the instability of commodity prices. They also differed with respect to the probable usefulness of a new statement of principles or of additional machinery for international cooperation in this field.

COMMISSION ON INTERNATIONAL COMMODITY TRADE

The Commission on International Commodity Trade, established by the Economic and Social Council in 1954, held lengthy sessions in 1955 and projected a comprehensive program of study and consultation for the future. The terms of reference of the Commission may, however, be revised and its work program modified in the course of further meetings. The functioning of this Commission may also be affected by developments in the trade situation and by future decisions concerning the continuation or adoption of certain functions by other international organizations. The United States has not taken part in the meetings of the Commission on International Commodity Trade, believing it can serve no useful purpose under its terms of reference.

GATT DISCUSSIONS

The contracting parties to the General Agreement on Tariffs and Trade discussed the possibility of an intergovernmental convention to establish new procedures for the consideration of international commodity arrangements and of a new statement of principles as a policy guide for such arrangements. A working party, established during the ninth session of the contracting parties, prepared a draft convention which was considered at the 10th session. No final action was taken on it, however, as discussion at the 10th session revealed that important differences of view still existed among those governments that favored some sort of convention in the commodity field. Informal discussions were to continue after the session between countries most concerned with these differences. If the results of these discussions appeared to justify it, the Intersessional Committee was authorized by the 10th session to establish a drafting committee to prepare a new draft for consideration at the 11th session. The United States did not consider that a convention along the line proposed would be a desirable addition to existing international arrangements. It also urged that any such convention, if established,

should be entirely independent of the General Agreement on Tariffs and Trade and the organization for its administration.

FAO ACTION

The U.N. Food and Agriculture Organization (FAO) continued to provide the principal forum for studies and exchange of governmental views concerning the general problems of agricultural commodities in international trade. Problems of agricultural surpluses were discussed in the FAO and in other international forums, and the FAO, as a part of its comprehensive program, provided staff work for several international meetings that did not have their own secretariats. A more detailed discussion of the work of the FAO on agricultural surplus disposal problems is contained in the section on "Food and Agriculture."

A special meeting of governments particularly interested in rice was convened by the FAO in Bangkok in October 1955. This meeting had before it a study of methods for stabilizing trade in rice, prepared by the FAO secretariat at the request of a 1954 special meeting at which governments had considered the economic aspects of trade in rice. The 1955 meeting recommended that provision be made for international consultation on a continuing basis and that an inter-governmental group should be established under the FAO Committee on Commodity Problems for this purpose. The FAO acted promptly and favorably on these recommendations by inviting governments to consider participation in a new group for rice, which is scheduled to hold its first meeting in the autumn of 1956. Governments were also invited to nominate experts to a preliminary working group scheduled to meet in March 1956 to prepare for the general meeting.

The United Nations convened a Conference on Olive Oil at Geneva in October 1955, as a result of discussions within the FAO. An international agreement negotiated during this conference was opened for signature by governments until February 15, 1956. The United States was represented at the conference only by an observer, since it did not consider that the extent of its interest in the olive oil trade would warrant its participation in such an agreement.

INTERIM COORDINATING COMMITTEE FOR INTERNATIONAL COMMODITY ARRANGEMENTS

The Interim Coordinating Committee for International Commodity Arrangements continued during 1955, in accordance with resolutions of the Economic and Social Council, to advise the U.N. Secretary-General with regard to proposals for the establishment of international

commodity study groups or the convening of international commodity conferences.

Following a study of cocoa trade problems by the Organization for European Economic Cooperation, the Interim Coordinating Committee was requested to consider the formation of a study group in this field, which could review problems of instability and examine the possibilities of an international cocoa agreement. The Committee considered this request at its December 1955 meeting, but no definite decision concerning a cocoa study group had been made by the end of the year.

INTERNATIONAL COMMODITY AGREEMENTS

The first session of the International Wheat Conference was held at Geneva under U.N. auspices late in 1955, at the request of the International Wheat Council. This conference was concerned with the general character and broad provisions of an agreement to renew or replace the International Wheat Agreement of 1953, which would expire on July 31, 1956. The second session of this conference, scheduled to convene on February 20, 1956, would take up specific questions of quantities and prices.

The International Sugar Council continued to administer the International Sugar Agreement of 1953 and, at its November 1955 meeting, decided to request the United Nations to convene a sugar conference in 1956. This conference would provide an opportunity for consideration of possible amendments to the existing agreement and would reflect the hope that participation in the agreement might be broadened to include several important producing countries that so far have not elected to participate.

The International Wool Study Group held its sixth meeting in November 1955. The group examined the international position of wool and gave special consideration to the question of competition between wool and manmade fibers.

The International Cotton Advisory Committee held its 14th plenary meeting at Paris in June 1955. The committee noted a considerable degree of uncertainty in cotton markets, which was related to uncertainties connected with U.S. export policy, restrictions on cotton acreage and production in the United States, and production increases in other countries.

In February 1955, the Management Committee of the International Rubber Study Group received and considered the report of the U.S. commission responsible for disposing of government-owned facilities for the production of synthetic rubber. The United States also presented to the committee a report on problems and practices con-

nected with the rotation of natural rubber in U.S. stockpiles. Consultation on these and related subjects was continued throughout the year. At its 1955 plenary meeting at Monrovia, Liberia, the International Rubber Study Group reviewed the overall rubber situation, including the impact of the shift to private ownership of the synthetic rubber industry in the United States. The supply and demand position of natural and synthetic rubber was also studied.

The International Tin Study Group did not hold a plenary session during 1955, but its Management Committee and other committees maintained a close observation of developments. The International Tin Agreement was ratified by several additional governments, but as of December 31, 1955, these formal acceptances had not reached the minimum required for the agreement to enter into force.

Restrictive Business Practices

The Economic and Social Council at its 19th session in the spring of 1955 gave substantive consideration to the proposals of its *Ad Hoc* Committee on Restrictive Business Practices. Consisting of representatives of 10 nations operating as a group of experts, the Committee had been established by the Council in 1951 to prepare for the consideration of governments proposals for an international agreement to prevent harmful cartel practices. The Committee issued its report in 1953, but in order to give governments time to formulate their positions on these proposals, the Council that year decided to defer substantive consideration of them until not later than its 19th session.

The plan developed by the Committee provided that, on the complaint of any country, a practice alleged to have harmful effects would be subject to inquiry in order to determine whether such effects actually exist. This determination would be made in the light of facts submitted by governments. These facts would be obtained by each government in accordance with its own procedures and would be assembled for analysis by impartial experts. Representatives of governments participating in the agreement would determine on the basis of this analysis whether the practice complained of had harmful effects in the light of the objectives of the agreement. If they so found, the governments concerned would be requested to take remedial action.

The governments participating in the agreement would undertake to adopt measures by legislation or otherwise to carry out the purposes of the agreement. Each government would further agree to take full account of the findings and recommendations transmitted to it concerning specific business practices, to take the action it considered

appropriate having regard to its obligations under the agreement, and, if in any instance it did not act, to state the grounds for its inaction.

After careful and extensive consideration of these proposals, the United States concluded that the substantial differences presently existing in national policies and practices in this field are of such magnitude that the proposed international agreement would be neither satisfactory nor effective in eliminating restrictive business practices that interfere with international trade. Further, since action under the proposed agreement would be primarily a matter of enforcement procedures under national laws, it was the U.S. view that the present stage of national legislation, while encouraging in some respects, offers little hope that recommendations of the proposed international body could be effectively carried out.

In presenting this position in the Council, the United States emphasized that the elimination of harmful restraints on international trade and the furthering of the development of free competitive enterprise continue to be basic objectives of U.S. economic policy. It pointed out, however, that to try to effectuate a plan of international cooperation along the lines envisaged by the current proposal might well prejudice, rather than promote, attainment of these objectives. The United States, therefore, urged that attention presently be given to the more fundamental need of further developing effective national programs to deal with restrictive business practices to the end that there "may in time develop a more nearly common approach and therefore more effective cooperation."

The resolution adopted by the Economic and Social Council closely reflected the U.S. thinking. This resolution noted new measures to prevent or control restrictive business practices undertaken by governments and a growing awareness of the harmful effect of restrictive practices. However, it recognized that international action could not be effective without sufficient support by member states. It reaffirmed the continuing concern of the Council with existence in international trade of restrictive practices having harmful effects, and urged governments to consider the adoption of measures to counteract these effects. It provided for the continuing exchange of certain types of information in this field, and deferred further consideration of the matter to a later session of the Council.

International Bank for Reconstruction and Development

During 1955 the International Bank for Reconstruction and Development (IBRD) continued to play an important role in the field of international finance. Its contribution to world economic develop-

ment was reflected in new loans amounting to \$406.5 million to 20 member countries—Australia, Austria, Colombia, Finland, France, Guatemala, Honduras, India, Italy, Japan, Lebanon, Nicaragua, Norway, Pakistan, Panama, Peru, Thailand, South Africa, United Kingdom, and Uruguay. These new credits raised the total of IBRD lending since its first loan in 1947 to \$2,470 million. Since 1949, when immediate postwar reconstruction requirements had been met, the Bank has made development loans of almost \$2 billion for a variety of projects in such fields as electric power, transportation, communications, industry, and agriculture.

The IBRD also continued in 1955 to provide extensive guidance to its member countries on a wide range of economic development problems. For example, in Ceylon an Institute of Scientific and Industrial Research was set up early in 1955, with the joint help of the Bank and the U.N. Technical Assistance Administration. The aim of the Institute is to improve productive techniques through research applied to the special conditions and characteristic products of Ceylon. The Bank continued to collaborate with India and Pakistan in devising ways of increasing the irrigation use of the Indus system of rivers. Early in 1955, Bank representatives, together with representatives of India and Pakistan, spent 2 months making field studies. In June an intergovernmental agreement was signed by the leaders of the Indian and Pakistan delegations making transitional arrangements for water use during the 1955 April–September crop season. Further steps were taken during the year to help member countries to foster the growth of their capital markets. Suggestions were made to various countries on ways to develop a government bond market as a first step toward establishing a capital market, and advice was given on methods of raising funds to finance economic development. During the year, the IBRD added to the number of its resident representatives stationed in member countries to advise governments on the formation of economic policy and on the preparation and execution of development plans.

The Bank's experience with problems of economic development has convinced it that the greatest obstacles are not financial but a lack of experience in planning, administration, and management. The Bank has considered means by which it could act as a focal point for the study and discussion of development problems. For the past 7 years, training had been arranged in the Bank for officials of member countries, both in groups and individually. As a further step in this direction, an Economic Development Institute was organized in 1955 to serve as a staff college at which senior officers from the less developed countries could participate, together with the Bank staff, in an intensive study of development problems.

There was considerable evidence during the year of greater readiness on the part of private capital to enter the field of international investment. The sale of IBRD bonds in the private capital market has for some time served as one of the chief means of mobilizing private capital for international investment. During 1955, however, private investors participated directly in loans extended by the IBRD to an increasing extent and purchased loans from the Bank's portfolio without the Bank's guarantee. Indications were that such private participation would become a continuing and growing part of the Bank's operation. In addition, two public offerings made on the capital market were linked with Bank loans. In conjunction with the Bank's \$20 million loan to Belgium in December 1954, \$30 million of Belgian bonds were publicly offered to a group of underwriters in the United States; and in conjunction with the Bank's \$25 million loan to Norway in April 1955, underwriters in the United States offered \$15 million of Norwegian bonds. Although the market in the United States had in recent years shown little interest in foreign bond issues, both the Belgian and Norwegian issues were oversubscribed.

Substantial progress was made toward the organization of the International Finance Corporation (Ifc). Articles of agreement were drawn up by the Bank, and the governments of almost all IBRD member countries expressed their support for the Corporation as proposed. For a fuller discussion of the Ifc see pages 126-127.

At the end of 1955, the Bank had 58 members and a subscribed capital of \$9,050 million. The Republic of Korea and Afghanistan joined the Bank during the year.

International Monetary Fund

With the payments position of much of the world maintaining a satisfactory trend, the International Monetary Fund (IMF) had a favorable climate in 1955 for continued progress toward its objectives. These include the promotion of international monetary cooperation through consultation and collaboration on international monetary problems, the expansion and balanced growth of world trade, the establishment of a multilateral system of payments, and the elimination of foreign exchange restrictions that hamper trade.

The Fund in 1955 carried on the fourth series of annual consultations with Fund members still imposing exchange restrictions under the Articles of Agreement. In these consultations, which provide the IMF an opportunity to review the whole range of its members' exchange activities, the Fund continued to place emphasis on the relaxation or removal of restrictions of a discriminatory nature. This was of particular interest to the United States since restrictions

applied to payments to the dollar area are generally more severe than those applicable to other areas. In a formal policy decision issued in 1955, the Fund urged all members to collaborate in reducing and eliminating as rapidly as practicable their reliance on bilateral arrangements. The Fund noted that the persistence of bilateralism may impede the attainment and maintenance of currency convertibility.

The IMF in 1955 issued its *Sixth Annual Report on Exchange Restrictions*. It took part in the consultations on trade restrictions conducted by the contracting parties to the General Agreement on Tariffs and Trade. Technical assistance provided its members on various problems relating to internal and external finance continued to represent a notable sector of IMF activities. Reflecting the generally favorable world-payments situation, member drawings on IMF resources were once more exceeded by repayments. Afghanistan and the Republic of Korea became new members in 1955, bringing the total IMF membership to 58 countries.

Regional Economic Commissions

During 1955 the three regional commissions of the Economic and Social Council—the Economic Commission for Europe (ECE), the Economic Commission for Asia and the Far East (ECAFE), and the Economic Commission for Latin America (ECLA)—held plenary meetings and submitted reports to the Economic and Social Council on their activities. As in previous years, the Commissions continued to devote their attention to the economic problems of their respective regions. ECLA and ECAFE were concerned most directly with the problem of economic development, while ECE devoted much of its time and energy to problems of coordination and standardization, although the economic development problem of the southern European region attracted considerable attention. The secretariats of the Commissions, which are integral parts of the U.N. Secretariat, continued their work in the field of research and in the preparation of technical reports and surveys.

An Economic and Social Council resolution passed in the summer of 1955 authorized the three Commissions to decide, at the request of interested governments participating in their work, whether inter-regional trade consultations should be held in order to facilitate the expansion of international trade. In view of the fact that this resolution was passed after the plenary meetings of ECE and ECAFE, its effect on the work of the three Commissions as a whole was not apparent in 1955. The position of the United States, which is a member of all three Commissions, has been that this type of consultation does not offer any real prospect of increasing the levels of

mutually beneficial trade in view of the effectiveness of bilateral efforts and the availability of effective multilateral instruments.

ECONOMIC COMMISSION FOR EUROPE

The Economic Commission for Europe (ECE) continued during 1955 to serve as the only all-European agency for the discussion of economic and technical questions of common European interest. Until about 2 years ago, the Soviet-bloc countries took little part in the technical work of the Commission, but participated actively in the annual public plenary session. In the past year, with the increased participation of these countries, the Commission's work has been more and more oriented toward the exchange of technical information and the possibility of expanding intra-European trade. One of the new techniques for the exchange of technical information has been the exchange of experts among the members of the ECE. Although the Soviet-bloc countries are presenting more information on their economies than heretofore, their submissions to the ECE are still far below those submitted by Western members who, together with the secretariat, have continued to press the U.S.S.R. and its satellites for data comparable to those presented by the United States and Western Europe.

As in previous years, the secretariat and the technical committees of the ECE issued reports on European developments in coal, steel, timber, agricultural products, electric power, and intra-European trade. In addition to its major annual report, *The Economic Survey of Europe*, the secretariat continued its quarterly reports on developments generally in the European economy, including developments in the Soviet-bloc countries.

With the admission of new members to the United Nations, the membership in the ECE expanded in 1955 so that the Commission now has as full members all the European countries, except Switzerland which has not applied for U.N. membership. The Federal Republic of Germany, though not a U.N. member, was admitted by action of the Economic and Social Council. The United States maintains in Geneva a resident delegation which has recently been enlarged and which is assisted by experts from European posts and Washington as appropriate. U.S. representation has also been drawn from private industry.

ECONOMIC COMMISSION FOR LATIN AMERICA

The Economic Commission for Latin America (ECLA), which entered its seventh year of work in 1955, again concentrated its efforts on the basic problems of economic development. In addition to the overall

programing of economic development, ECLA considered such problems as the expansion of individual sectors of national economies and the future prospects of these sectors. In this work, the secretariat of ECLA cooperated with the U.N. specialized agencies and other international organizations.

As in past years, the major study prepared by the ECLA secretariat was *The Economic Survey of Latin America, 1954*, which examines, *inter alia*, current development and trends in the economy of the region as a whole, as well as problems of concern to individual countries of the region.

In August 1955, ECLA published a special issue of the *Economic Review of Latin America* containing an examination of the economic situation of Latin America during the early months of 1955. The review also notes significant developments in the foreign trade of the region. A *Study of Latin American Trade* was completed during the year.

The secretariat continued during 1955 studies of the problems of economic development and programing. The *Preliminary Study on the Technique of Programming of Economic Development* was published in revised form during the year under the title *Introduction to the Technique of Programming*. This study will serve as a general introduction to other studies on the technique of programing for economic development as applied to specific Latin American countries and will become the first volume of a new series to be prepared by the ECLA secretariat entitled *Analyses and Projects of Economic Development*.

Volume II of this series will be *The Economic Development of Brazil*, which appeared in the summer of 1955. This study will constitute the first of the studies in which the technique of programing is used. A report on the *Economic Development of Colombia*, prepared by the secretariat of ECLA, working with the Colombian Government, will, after revision, also be included in this series. This study, like the one on Brazil, examines the chief problems of the country's economic development and analyzes such aspects of its economy as demand for consumer goods and services, foreign trade, foreign capital, and fiscal policy in economic development.

In line with the increasing realization of the interrelationship of social and economic development, the secretariat during 1955 began a study of the main social aspects of economic development. It also began work on the question of the availability and utilization of manpower in the various sectors of economic activity as related to economic development.

An intensive course for Colombian economists was held in Bogotá during the latter part of 1955 under the ECLA-U.N. Technical Assist-

ance Administration economic development training program. This course was in addition to the regular course that is held each year in Santiago, Chile, for selected economists from various countries in Latin America.

The ECLA secretariat, working jointly with the secretariat of the Food and Agriculture Organization (FAO), prepared a study on the selective expansion of agricultural production which analyzes the situation with respect to the basic agricultural commodities produced in Latin America, such as wheat, corn, rice, sugar, cotton, coffee, and livestock products. The two secretariats also prepared jointly a progress report on a study of coffee in El Salvador. This study has two objectives—(1) to define the physical input of manpower, capital, and materials into coffee production, and (2) to evaluate productivity in various plantations in the country.

The Central American Economic Cooperation Committee, created in accordance with a 1951 ECLA resolution, held an extraordinary meeting at San Salvador, El Salvador, in May 1955 to review developments in the integration program of Central America since October 1953.

The fourth session of the Committee of the Whole of ECLA was convened during May 9–10, 1955, to examine the work of the secretariat since February 10, 1954, and to adopt the annual report to the Economic and Social Council. At this meeting, the 1955 Program of Work and Priorities was slightly revised.

From August 29 to September 16, the sixth session of the Commission was convened at Bogotá, Colombia, to consider the various studies and reports prepared by the secretariat. A Trade Committee was created for the purpose of increasing inter-Latin American trade by solving practical problems that hamper or delay such trade and of preparing bases for facilitating trade negotiations. A special report of this session was submitted to the Economic and Social Council.

ECONOMIC COMMISSION FOR ASIA AND THE FAR EAST

The Economic Commission for Asia and the Far East (ECAFE) during 1955 gave increased attention in its continuing study of the economy of the region to analysis as an activity supplementing basic factual research. The Commission centered its work to a greater degree than in previous years on the technical and economic problems of economic development, including studies in the fields of industry and trade, inland transport, agriculture, flood control, and water-resources development.

The 11th session of the Commission was held in Tokyo March 28–April 7. In considering the region's economic situation, the Com-

mission had before it as its basic documentation *The Economic Survey for Asia and the Far East*, 1954. The Commission also examined the reports of its committees and working groups, as well as reports on the activities of the secretariat. The Program of Work and Priorities for 1956 approved at the 11th session called for a full schedule of meetings of the technical committees and working groups, as well as a study tour in 1955 of geologists and mining engineers from the ECAFE region to Western Europe and the U.S.S.R. under the joint sponsorship of ECAFE and the U.N. Technical Assistance Administration.

In the field of flood control and water-resources development, ECAFE published a manual dealing with the methods of river-basin development. A working group of experts from various countries of the region met at Bangkok, where ECAFE has its headquarters, in September 1955 to review, in cooperation with the World Meteorological Organization, the major deficiencies in hydrological data in the region and to complete the work on hydrologic terminology.

A discussion of the definitions and the scope of public and private sector planning and the economic and functional classification of government accounts took place at a second Workshop on the Problems of Budget Reclassification in the ECAFE region, held at Bangkok August 30–September 10 and sponsored jointly with the U.N. Technical Assistance Administration and the U.N. Bureau of Economic Affairs. A Working Group on Economic Development and Planning held its first session in November 1955 at Bangkok to consider, *inter alia*, problems and techniques of economic development and planning and programing with special reference to the ECAFE countries. This working party developed a series of recommendations for future work that ECAFE might undertake in this field.

Advisory services by the ECAFE secretariat continued to be made available to member governments at their request within the framework of the Program of Work and Priorities and in cooperation with the U.N. Technical Assistance Administration and the specialized agencies.

ECONOMIC DEVELOPMENT OF UNDERDEVELOPED COUNTRIES

Ways and means to assist the economic development of underdeveloped countries continued to be a primary concern of the United Nations in 1955. Those aspects of this problem that received particu-

lar attention during the year were industrialization in underdeveloped countries, technical assistance, and the financing of economic development.

Industrialization in Underdeveloped Countries

At its 19th session in April 1955, the Economic and Social Council had before it a study on the processes and problems of industrialization in underdeveloped countries, together with a number of papers on raising productivity in such countries. During the Council's continuing consideration of various aspects of economic development, emphasis has been given to industrialization as one means toward this end, and the Council at its 15th session in April 1953 had asked the Secretary-General to prepare a study that would assist governments in dealing with problems in this field.

This study examines the nature of the obstacles to industrial growth in underdeveloped areas and suggests ways and means of eliminating or reducing such obstacles. While recognizing that most of the measures that might facilitate industrial growth lie within the competence of the underdeveloped country concerned, the report reviews various kinds of international measures that might be taken in connection with technical assistance programs and the international flow of capital to promote the development of manufacturing industries in underdeveloped areas. The report emphasizes that industrialization is only one aspect of the process of economic development and that plans for industrialization must take into account other factors, such as the need for agricultural development and the social implications of the growth of industry.

During consideration of this report by the Council, a majority of members agreed that the report was a useful survey of problems in the field of industrialization. There were, of course, various reservations and suggestions concerning further study. For example, the view was expressed that further study should be made of the interrelation of agriculture, industry, and trade in the general economic development of underdeveloped countries, and several members of the Council emphasized the importance of analyzing the problem of the effects of industrialization on foreign trade. It was also suggested that the U.N. Secretariat be instructed to concentrate upon practical suggestions concerning the merging of resources and labor in the underdeveloped countries with the technical skills and capital of the industrialized countries.

The U.S. representative on the Council, Preston Hotchkis, characterized the report as excellent and deserving of close study by govern-

ments. He believed that it correctly gave attention to the social and other institutional aspects of industrial development, and stressed that increased productivity in agriculture and mining was often a prerequisite for industrial expansion since the export of primary commodities was an important source of the foreign exchange required to purchase capital equipment.

The resolution adopted by the Council on the basis of this discussion called the attention of member governments to the studies prepared by the secretariat on industrialization and productivity and requested the Secretary-General to prepare a work program planned with particular reference to the question of industrialization and increased productivity in underdeveloped countries. This program is scheduled for consideration by the Council at its 21st session in April 1956.

United Nations Expanded Program of Technical Assistance

The United Nations Expanded Program of Technical Assistance provided a greater amount of assistance to underdeveloped countries in 1955 than in any previous year. The total of government contributions to the program for 1955 was almost 11 percent greater than for 1954. During the course of the year 1,880 experts were sent out under the program and 2,050 fellowships were awarded to nationals of underdeveloped countries for study abroad. On an average throughout the year, the program had at any given time approximately 1,200 experts in the field and approximately 800 fellows in training. In October 1955 at the 10th session of the General Assembly, Brooks Hays of the U.S. delegation characterized the program as follows: "The United Nations Expanded Program of Technical Assistance goes to the very heart of the problem of economic development. It is for this reason one of the most satisfying aspects of our efforts in the U.N. Here is an undertaking that is bringing tangible results. It is attacking the roots of poverty and misery which are breeding grounds of international tension in today's world. . . . On scattered islands, in villages and valleys where the U.N. is often known in no other way, the achievements of this program are building a reputation of real accomplishment."

FINANCE AND ADMINISTRATION

The Sixth Technical Assistance Conference was held in October 1955. For the calendar year 1956, representatives of 66 governments (exclusive of the United States) made pledges totaling \$12,782,488 (as of December 31, 1955). Major pledges (in dollar equivalents) were the United Kingdom, \$2,240,000; Canada, \$1,800,000; France,

\$1,448,571; U.S.S.R., \$1,000,000; Netherlands, \$760,000; Sweden, \$695,921; Denmark, \$579,123; Belgium, \$437,500; Norway, \$380,792; and Brazil, \$324,324. In addition, the United States pledged \$15.5 million to the program for the calendar year 1956 subject to the limitation that the U.S. contribution should not exceed 50 percent of total contributions from all governments. Total pledges (as of December 31, 1955) thus came to \$28,282,488. (For a more complete breakdown of contributions in 1955, see Appendix I.)

In 1954 the Congress did not appropriate funds for a U.S. contribution to the program for 1955 and stated that no further U. S. pledges to the program should be made until funds had been appropriated. In April 1955, the Congress appropriated \$6.5 million as a U.S. contribution for the first half of the calendar year 1955. In the Mutual Security Appropriation Act, 1956, the Congress appropriated \$24.0 million for the U.S. contribution to the program for the 18-month period July 1, 1955, through December 31, 1956; \$8.5 million of this amount was for contribution to the program for the last half of the calendar year 1955; \$15.5 million is for the 1956 program.

The U.S.S.R. pledged 4 million rubles (approximately \$1 million) to the program for 1956, as it had for 3 previous years. Lesser amounts were pledged by the satellite states. The difficulty in using the nonconvertible Soviet-bloc contributions has resulted in some building up of this fund. However, projects utilizing almost \$3 million of the Soviet-bloc funds were approved by the Technical Assistance Board (TAB) for 1955—of which only about \$1 million was actually spent. For 1956, projects totaling approximately \$3,254,000 have been approved. For both years, most of the funds so utilized involve the furnishing of equipment from Soviet countries.

The new programing procedures approved by the General Assembly in 1954 received their first trial in 1955. Under these procedures, programs developed in the recipient countries largely determine the proportionate shares of the various U.N. agencies. U.N. resident representatives about April 1 received from the Technical Assistance Board (TAB) target country figures. Over the next 3 months, on the basis of these figures and with the assistance of resident representatives, recipient governments developed their requested programs for 1956 with the result that the recipient countries' own program needs and desires were taken more closely into account than had been possible in the past. When the results were compiled by the TAB in the fall of 1955, each agency's proportionate share of the program for 1956 was roughly the same as for 1955.

The Technical Assistance Committee (TAC) met in late November 1955 in order to perform its new function of reviewing the program proposed for 1956 and to recommend to the General Assembly allo-

cations to the agencies. Confirmatory action by the General Assembly took place in early December at a plenary session.

Coordination between the U.N. program and the bilateral technical cooperation activities of the U.S. Government continued to be satisfactory. The procedures to effect such coordination have proved to be adequate.

In the spring of 1955, the Administrative Committee on Coordination requested the TAB to prepare a review of experience so far gained under the Expanded Program and to consider plans for the future development of the program. At its summer meeting, the Technical Assistance Committee welcomed the prospect of this study and suggested points for particular emphasis. The study will come back to TAC in the summer of 1956. Any work that the TAB might undertake with respect to overall program evaluation will presumably be carried on for the time being through the medium of this study. A questionnaire prepared by the TAC and addressed to recipient countries in which resident representatives were stationed was expected to furnish significant information for the purposes of the study.

Most of the specialized agencies have themselves instituted procedures for evaluation by their own governing bodies or other appropriate committees. This is in accord with the U.S. view that the policy bodies of these agencies should concern themselves with the operations of the technical assistance program.

EXAMPLES OF PROGRAM ACCOMPLISHMENT

Evidence of results, which because of reporting lags relate sometimes to past years, may be illustrated through several examples, as follows:

In Libya, where there has been an urgent need for persons trained in accountancy and simple bookkeeping, the U.N. Technical Assistance Administration (UNTAA) has organized courses in government accounting and auditing. Three courses, each accommodating almost 40 students, have been organized since the inception of this project in the spring of 1953. More than 80 percent of the students passed the first course. Most of the graduates were placed in more responsible government positions, and supervisors have commented favorably on the results of the training. For the second year's course, government departments recommended nearly twice as many students as there were places available. Applications from students in private business have had to be refused.

A regional project operated by UNTAA in Pakistan, the Railway Training Centre for Operating and Signalling Officials, has provided training to students from several countries in the Southeast Asian

area. The Centre, which opened at Lahore in April 1954, has available for training and demonstration purposes a wide range of modern railway equipment presented by the Governments of Belgium, France, Japan, the Netherlands, and the United Kingdom, including a full-size outdoor track layout. This is supplemented by an extensive reference library and a large number of visual aids. The staff consists of a principal lecturer from the United Kingdom, a lecturer (operating) from the Netherlands, a lecturer (railway telecommunications) from France, and two assistant lecturers from India and Pakistan on signaling and operating, respectively. Equipment for a model room is now almost completely installed, but some of the outdoor equipment has yet to be received. By the end of 1955, four training sessions had been held averaging $3\frac{1}{2}$ months each.

Food and Agriculture Organization (FAO) teams have assisted national agricultural authorities in the Far East in bringing rinderpest under control. This is a disease that prior to 1946 claimed as many as 2 million cattle in this area annually. Vaccines that insure immunity for 2 years are now available at 2 cents a shot—where previously they cost \$1 a dose. As a result, good progress is being made against rinderpest in Thailand, Burma, Afghanistan, and some parts of India, which is reflected in the fact that local consumption of meat has been consistently going up.

In the poultry field, an FAO expert has developed in Thailand an effective vaccine against Newcastle Disease in chickens. Its use in the Far East has been so successful that Singapore, for example, has increased its poultry count 7 times, from 500,000 to 3,500,000 and increased by 8 times its egg production.

Mass field tests now going on in Asia will determine by the end of this year the effectiveness of an important cattle vaccine. It was prepared by two Australian technical assistance experts working in Burma a few years ago, as protection against a serious cattle-killer—hemorrhagic septicemia.

FAO experts have assisted the Government of India in designing power fishing boats suitable for use on the exposed beaches of southern India and in training the local fishermen in the handling of mechanical craft. At the same time, a new nylon net has been designed which gives better performance and durability. The catamarans and dugout canoes that have been used for centuries permit an annual catch per fisherman of only one-half to three-fourths of a ton. A trial showed that with the new nets and boats the local fishermen could catch as much as 30 tons a year. Since a good market exists for the fish, there has been tremendous local interest in the acquisition of the new equipment.

In Taiwan, in 1952, it was estimated that 10 percent of the population was affected annually by malaria. In that year, the World Health Organization (WHO), using technical assistance funds, sent an international team to Taiwan. The Government designated a team of counterpart personnel who could learn and profit from the international experts. The greater part of the supplies and equipment was provided by the U.S. Foreign Operations Administration. By September 1955, 904 squads working in 264 townships had protected a total population at risk of almost 5½ million, from this disease. By the end of 1955, there were 4,677 trained supervisors, foremen, and operators. Every township now is self-sufficient in its malaria-control operations. The WHO entomologist has recently written: "We expect that malaria will soon become a medical oddity in Taiwan." The WHO, using technical assistance funds, provided administration, impetus, and technical direction to this entire campaign with a staff of only three professional employees.

In 1950, a third of the inhabitants in rural areas of Haiti were affected by yaws. Since inception of a joint WHO-U.N. Children's Fund (UNICEF) eradication campaign prevalence of yaws in these areas has decreased to not more than 0.5 percent.

The United Nations Educational, Scientific and Cultural Organization (UNESCO) sent two experts in education to Bolivia in 1952, who assisted in the establishment of an experimental school in La Paz at which new methods of teaching have been tried out. The experts worked out with their Bolivian colleagues revised techniques in the teaching of reading and writing—getting away from the traditional routines, and placing emphasis on arousing the interest and initiative of the children. The percentage of students that have passed the requirements under the new method was greater than that under traditional methods. The experts also assisted in the establishment of parents' associations, and helped organize vacation courses for teachers to enable them to study and evaluate the experimental techniques.

In May 1954, Iraq requested UNESCO to assist in establishing a faculty of science within the University College, Baghdad. There were required an integrated science course on the university level, research facilities, and installation and equipment of laboratories. The UNESCO experts have demonstrated teaching and laboratory methods, sat in with faculty and administrative committees on curriculum improvement and laboratory organization, and assisted both in the recruitment of foreign professors and in the training of local staff. As a result of UNESCO's work, the chemistry department was raised from 5 to 11 posts; and the physics department, which had

started with almost nothing, grew to 9 professors, assistants, and demonstrators working full time. As a result of this project, teaching has become more concrete and practical, and great impetus has been given to scientific studies in Iraq.

Israel, where consumer goods have been in critically short supply, sought assistance from the International Labor Organization (ILO) to increase productivity. Substantial efforts had already been made in the country; an outside expert was needed to tie together various existing agencies and supply new perspective and impetus. Two examples of progress in quite different fields after the arrival of the first ILO expert are indicative of what may be accomplished with such advice.

In the railway workshops, a beginning was made in the boiler reconditioning department, improvements in arrangement and work planning were introduced, a system of payment by results was instituted, and in the first month productivity increased by 30 percent. Only one hour a day was required to keep a group of glass workers supplied with work after the building of a simple gravity chute, where previously a service worker had spent 8 hours doing the same thing.

In Haiti, ILO experts have taught mechanical trades at the J. B. Damier school. One expert designed an experimental model of a simple windmill, which could effectively pump water to irrigate individual farms. The students built it and made successful field trials. To farmers who could not afford the \$800 or more needed for elaborate pumping machinery, production of these windmills will mean effective irrigation at a cost of from \$60 to \$80.

Afghanistan is a country where mountainous terrain makes difficult the development of surface transportation, and where aviation has therefore a special role to play. The Government has established an aviation school with the help of UNESCO, and has selected pupils to begin training in meteorology and radio operating. The International Civil Aviation Organization (ICAO) has sent instructors in these two subjects; by the end of 1955, 13 students had graduated and approximately as many more should graduate in 1956. With the assistance of UNTAA and the U.S. bilateral program, an ICAO expert has also prepared detailed studies for airports at Kandahar and Kabul.

In Syria, ICAO has provided civil aviation experts to assist the Government in the development and organization of effective technical aviation services, made studies for a new international airport at Damascus, and continued training programs at the Civil Aviation School. Training has been furnished in air traffic control, radio operating, radio installation and maintenance, and aeronautical meteorology.

Financing of Economic Development

Most underdeveloped countries in the United Nations continue to regard financing of economic development as the most difficult long-term problem to be solved if they are to achieve significant increases in their standards of living. Accordingly, during 1955 both the Economic and Social Council and the General Assembly devoted much time and attention to this question.

SPECIAL DEVELOPMENT FUND

The proposal to establish a special development fund within the United Nations for the purpose of making grants-in-aid and long-term, low-interest loans to underdeveloped countries continued to be a major item on the agendas of the Economic and Social Council and the General Assembly. At the 20th session of the Council, in the summer of 1955, and at the 10th session of the General Assembly that autumn, consideration was given to a report prepared by a group of experts headed by Raymond Scheyven (Belgium) on the forms, functions, and responsibilities that a special U.N. development fund might have. Among the main recommendations in the report, which had been prepared at the request of the ninth General Assembly, were the following: (1) The fund should provide underdeveloped countries with grants or with loans repayable in local currency; (2) It would be desirable for governments to make long-term pledges as income for the fund; (3) The General Assembly should consider the possibility of establishing the fund for a 5-year period, after which the results might be appraised; and (4) In order to avoid creation of an international bureaucracy, use should be made by the fund of all international organizations operating under the United Nations that are particularly concerned with the development of underdeveloped countries.

In presenting the report, Mr. Scheyven emphasized the need, in his view, for immediate establishment of such a fund, appealing to U.N. members to act before it was too late. The position of member governments on this question had not changed materially from what it had been the previous year. The underdeveloped countries were anxious to move toward the establishment of a special fund. The Netherlands also continued to support its immediate establishment. A number of members, such as the Scandinavian countries and Belgium, were prepared to support establishment of a fund at this time provided the United States and the United Kingdom would join. The United States, together with the United Kingdom, Australia, Canada, and New Zealand, maintained that an effective

international fund could be established only after safeguarded worldwide disarmament released substantial resources for this purpose. The Soviet bloc expressed support in principle for the establishment of an international development fund and indicated its readiness to consider participation in such a fund, while at the same time recognizing that disarmament must provide its greatest source of revenue.

Though not prepared to support the creation of a U.N. development fund at this time, U.S. delegations emphasized the concern of the United States for the problems of underdeveloped areas, recalled the assistance that the United States is providing to promote the economic and social well-being of these areas, and reiterated the determination of the United States to continue to assist their growth. The United States recalled to the Council and Assembly President Eisenhower's hope, as expressed in his speech of April 16, 1953, and reiterated in his San Francisco speech of June 20, 1955, to join with others in contributing a portion of savings from worldwide disarmament for the technical and economic progress of less developed areas.

The General Assembly refrained from pressing for action on this matter beyond a point acceptable to the United States and other developed countries. Its resolution, adopted by unanimous vote, provided for further study of the special fund, invited governments to comment in detail on the report prepared by Mr. Scheyven and the group of experts, and established an *ad hoc* committee to summarize the views of governments and to assemble from these views such conclusions as clearly emerged for consideration by the Assembly at its 11th session.

INTERNATIONAL FINANCE CORPORATION

During 1955 positive steps were taken toward establishing the International Finance Corporation, a new instrument affiliated with the International Bank, to assist in the financing of economic development and the encouragement of private investment in productive enterprises, particularly in the less developed countries. The proposal to establish such a Corporation had been under discussion for several years; and the General Assembly, at its ninth session in 1954, had requested the International Bank to draft the charter for the Corporation and to secure the agreement of its member governments.

The International Bank proceeded with this task, and in April 1955 transmitted the text of a charter, or Articles of Agreement, to its member governments for their acceptance. The Economic and Social Council at its 20th session, and the 10th General Assembly took note of these developments. Both bodies adopted resolutions expressing appreciation to the International Bank and looking forward

to the early establishment of the International Finance Corporation.

By the end of 1955, 47 of the 58 member governments of the International Bank had expressed their intention of joining the International Finance Corporation, and several had completed the legislative and other steps required for membership. The United States was among the latter, as Secretary of the Treasury Humphrey signed the Articles of Agreement on behalf of the United States on December 5, 1955, as authorized by Public Law No. 350 approved on August 11, 1955.

The basic objective of the International Finance Corporation will be to encourage the growth of productive private enterprise in its member countries through investment in association with private investors, by bringing together various sources of capital and experienced management, and by helping to create conditions conducive to the flow of both domestic and international private investment into productive enterprises. Although the new Corporation will have considerable flexibility in its operations and will not require governmental guaranties of its investments, it will not be authorized to invest in capital stock or to assume responsibility for managing enterprises in which it invests. It will have an authorized capital of \$100 million. The U.S. subscription will be around \$35 million, and the Corporation will come into being when at least 30 governments have subscribed at least \$75 million to its capital. It is anticipated that the necessary subscriptions will be made during 1956 so that the International Finance Corporation can commence operations at an early date.

INTERNATIONAL PRIVATE INVESTMENT

At its 20th session, the Economic and Social Council had before it the first report on the international flow of private capital prepared by the U. N. Secretary-General pursuant to the comprehensive resolution on this subject adopted at the Council's 17th session and endorsed in December 1954 by the ninth General Assembly. The report, entitled "Recent Governmental Measures Affecting the International Flow of Private Capital," contained certain statistical information and outlined the measures taken by various governments to encourage the investment of private capital. It concluded that there had been a definite trend toward liberalizing governmental policies affecting investment.

The Council took no formal action on the report, nor was it the subject of extensive discussion in the Council. The U.S. representative on the Council took the occasion, however, again to emphasize the important role of private capital in worldwide economic develop-

ment and to stress the desirability of creating a favorable investment climate and of giving maximum scope and encouragement to private initiative and enterprise.

FOOD AND AGRICULTURE

The problem of increasing the productivity of the land and raising the nutritional status of much of the world from its substandard or marginal levels is a natural preoccupation of governments in most regions of the world. There is, at the same time, in some regions of the world a necessary preoccupation with the effective disposal of so-called "surpluses" which, although greatly needed in many areas, cannot be easily disposed of without interfering with normal channels of trade. The United States continues to expend a great deal of time, effort, and resources to work with other friendly governments in the solution of both of these problems. Through bilateral agreements, the United States is exchanging "know-how" and technical skills and in some cases is supplying capital equipment to enable these countries to improve and modernize their agriculture with the objective of raising their economic and nutritional levels generally. Also in association with many governments, the United States is disposing of its present "surpluses" to needy peoples in many lands and is working to promote economic development, taking care to proceed so as not to disturb existing international trade patterns.

In addition to participating in these bilateral arrangements, the United States is consulting and working with other governments in the Economic and Social Council and in the Food and Agriculture Organization (FAO), a U.N. specialized agency. The work program of the Economic and Social Council in 1955 was such that a number of major items in the field of food and agriculture, for example, the question of a world food reserve and problems of land reform, which receive continuing attention in the United Nations, did not appear on the Council's agenda. However, the Council did give attention to various aspects of agricultural development and problems as a part of its consideration of the world economic situation and the problem of economic development of underdeveloped countries.

At its 19th session, the Economic and Social Council considered a report prepared by FAO in collaboration with the United Nations Educational, Scientific and Cultural Organization and the Economic Commission for Latin America on "World Pulp and Paper Resources and Prospects," as well as a report by a group of technical experts meeting in Buenos Aires. The Economic and Social Council noted

that, although there is no longer a serious shortage of newsprint, there remains the long-term question of expanding the manufacture of wood pulp and paper to meet the probable increased demand for such products with a rise in industrialization and in literacy. The Council referred these reports to interested agencies and governments as a guide in considering requests for technical assistance, and invited FAO to continue its studies and active technical assistance in this field. The Council also expressed the hope that private capital would be afforded an opportunity to participate in any necessary development of pulp and paper resources.

Work of FAO

FAO's work in 1955 continued along lines similar to those of previous years, with increased emphasis on assisting governments to adopt policies for selective expansion of agricultural production, to increase consumption of food and agricultural products, to expand and utilize effectively available technical assistance, and to work together on measures to promote the orderly disposal of surpluses without disruption of world markets and to promote economic development.

SELECTIVE EXPANSION

Many of FAO's major activities in 1955 were directly related to the policy of "selective expansion" adopted by the Conference of the FAO at its seventh session in 1953. Under this policy, the Organization recommended that governments consider shifting their agricultural policies away from general expansion of food production, which characterized the postwar years, and instead move toward the selective expansion of products needed for nutritional purposes in areas of greatest need. The FAO Conference at its eighth session held in 1955 reaffirmed this policy as a contribution toward the fundamental objective of promoting increased consumption.

To assist governments better to appraise their own agricultural problems, their specific programs, and possible adjustments, the Organization carried on intensively two types of activities—visits to individual countries and regional consultations. During the latter part of 1954 and 1955, joint staff visits were made to nearly 40 countries of Latin America, Asia, and the Near East by teams of two or more FAO specialists in economics, agriculture, and nutrition. During these visits all phases of agricultural policy were discussed between the FAO teams and local government officials. Economic and technical reports on food and agricultural policies were reviewed from the point of view of needs and possibilities for "selective expansion." The Conference in 1955 urged the expansion of this type of activity.

Closely related to these staff visits were the "regional consultations" held in Latin America, the Near East, and Asia. In Europe FAO works with and utilizes existing regional bodies rather than organizing separate "consultations." In these regional consultations, key agricultural officials and administrators of the several countries meet together with the FAO staff to review common problems and to consider possible common lines of action. FAO utilizes the data and findings of these regional gatherings for worldwide surveys and for pointing out the worldwide implications of national or regional trends.

EXPANSION OF CONSUMPTION

Emphasis in FAO meetings on the need for expanding consumption continued to increase in 1955. The principles for disposal of agricultural surpluses which had been developed through the FAO Committee on Commodity Problems in 1954 were reviewed by governments in 1955 and found generally acceptable as international guides. FAO devoted intensive consideration to the problems of surplus agricultural stocks which have developed in the United States and other countries. These discussions dealt at length with the questions of alternative means of disposal of surplus stocks and the procedures that might best be employed for international consultation. The pressing interests of countries directly concerned were fully recognized, and the search continued for all methods of disposal and consultation that would also promote the general interests of the international community in progressive increases in consumption and economical production. The Consultative Subcommittee of the Committee on Commodity Problems continued to function at Washington with a broad participation by FAO member governments.

During the year several significant field surveys were made by FAO to develop practical methods of surplus disposal. In Egypt and Spain surveys were made of methods for disposal of dried skim milk in welfare programs. In India a comprehensive pilot study was undertaken by FAO in association with the Government resulting in recommendations on three specific methods for using surpluses for economic development.

India also invited the FAO Director-General to request countries exporting dried skim milk to consider possible cooperative action to assist it to increase the milk supplies of Madras and Calcutta. Under FAO auspices, a team of representatives from the United States, Australia, the Netherlands, and New Zealand visited India late in 1955 and drew up specific recommendations for both cities, which are now under consideration by the Indian Government. These recommendations involve suggested capital investment for a dairy factory, supply

of skim milk and butter oil on concessional terms, and expanded school-lunch programs. The team made a brief visit to Karachi and recommended that, if these projects prove practicable in Calcutta, the team should visit Pakistan with a view to adapting these proposals to the situation there.

The recent FAO Conference took note of these surveys and urged governments to adapt the methods recommended in these surveys to their own programs wherever possible. The Conference also requested the Director-General to strengthen the Organization's work relating to consumption generally, particularly by increased activity in regard to consumer education, nutrition and home economics, marketing, and distribution.

TECHNICAL SERVICES

FAO's continuing technical activities include a compilation of a variety of statistical series relating to production, trade, and consumption of agricultural, forestry, and fisheries products. These are regarded as standard data for national agricultural services and for private industry. The "State of Food and Agriculture" is the annual world survey which, in 1955, was regarded as one of the best volumes yet issued by FAO. The Food Balance Sheets, periodic forestry inventory, World Fishery Abstracts, the bimonthly forestry publication *Unasylva*, the World Catalogues of Genetic Stocks of Wheat and Rice, and the World Reporting Service of Plant Pests and Diseases are a few of the more important technical services provided by FAO. A new "Catalogue of Fishing Boat Tank Tests" in looseleaf form has attracted the attention of the fishing industry and naval architects in many parts of the world, including the United States.

The International Rice Commission held several technical meetings in 1955, and the staff of the Commission proceeded throughout that year with the established program for international cooperation in regard to the technological aspects of rice production and marketing.

There was a growing emphasis throughout the year on the organization of training centers and training seminars, both national and regional, for it was quite evident that a most serious bottleneck in agricultural development is the shortage of trained personnel both at the administrative and at the technical level. About 35 training centers or seminars were held during the year, some of them in cooperation with other U.N. agencies, on such varied problems as farm mechanization and workshop problems, on meat marketing, and on the economic appraisal of development projects. Three training centers on agricultural extension services, all involving supplementary field work, were held with active U.S. cooperation through its International

Cooperation Administration (ICA) in El Salvador, Ecuador, Egypt, and India. The Seminar on Land Problems held in Baghdad for countries of the Near East was developed cooperatively with ICA and was followed by a 6-month training course for administrators of land programs conducted by ICA through a contract with the University of Wisconsin. In these centers, technical agricultural and institutional problems such as land tenure are considered together. At the Training Center on Inland Fisheries held in Indonesia, there was instruction supplemented by field work on basic fisheries biology, on methods of improving fish production in both natural fresh water and in brackish areas, and on many other aspects of "fish farming."

In 1955 a number of FAO's long-term activities began to show results. A meeting of 14 countries in Asia and Oceania on Livestock Production under Tropical and Sub-Tropical Conditions completed arrangements for coordination of technical activities relating to livestock which, with similar work already under way in other regions, establishes a worldwide pattern of systematic exchange and cooperation in this important field. Progress was made in working out with the International Office of Epizootics an improved worldwide reporting system for animal diseases. The Latin American Forestry Commission accepted the offer of the Government of Venezuela to establish an International Forestry Institute in that country, a project greatly needed in Latin America. A Plant Protection Agreement for Southeast Asia, supplementary to the International Plant Protection Agreement of 1951, was approved and opened for signature in 1955. A joint FAO-Who Committee on Protein Requirements made a difficult and significant study much needed as a guide for national food and agricultural policies.

Some continuing projects have been completely turned over to participating countries. For example, in Austria and Yugoslavia FAO technicians, with Canadian cooperation, assisted the Governments to stamp out the fall web-worm by the adoption of a method of biological control used in Canada, which is less costly than the traditional methods of dusting and spraying.

TRANSPORT AND COMMUNICATIONS

United Nations activities in the field of transport and communications involve primarily one commission of the Economic and Social Council and four specialized agencies. A fifth specialized agency—the Intergovernmental Maritime Consultative Organization—is projected for this field, but its convention has not yet come into force.

The work of these various bodies is of a technical, continuing character and followed established lines in 1955, except for a new emphasis on the encouragement of international travel which resulted from a U.S. initiative in the Economic and Social Council.

The General Assembly at its 10th session had on its agenda an item concerning "the safety of commercial aircraft flying in the vicinity of, or inadvertently crossing, international frontiers." In requesting on August 21, 1955, inclusion of this item, Israel called attention to the fact that "in recent years a number of tragic incidents of shooting down of commercial aircraft innocently deviating from fixed flight plans in the vicinity of or across international frontiers have occurred." The Assembly on December 14 adopted with no negative votes a resolution introduced by Israel calling on all states "to take the necessary measures to avoid such incidents." Expressing U.S. support for this resolution in the Assembly's Committee III, Governor Darden of Virginia said it "should be helpful in focusing world opinion on the problem and in preventing the repetition of losses all must deplore." He referred to the shooting down of an Israel aircraft over Bulgaria in July 1955 and to U.S. "experience with unprovoked shooting down of peaceful aircraft," recalling that the United States had brought this problem before the Security Council in September 1954 in the hope that Council consideration would "act as a deterrent to prevent future repetition."

Transport and Communications Commission

Among the recommendations made to the Economic and Social Council by the Transport and Communications Commission at its biennial meeting in February 1955 were:

- (1) That governments should be urged to adopt as recommended practices the provisions of a draft protocol on a uniform system of road signs and signals;
- (2) That the Secretary-General inquire of governments concerning progress made with respect to the implementation of the recommendations of the 1947 Meeting of Experts on Passports and Frontier Formalities;
- (3) That the Committee of Experts on the Transport of Dangerous Goods be reconvened to reconsider the comments of governments on its report.

The Commission also recommended that governments ratify the conventions on Customs Formalities for the Temporary Importation of Private Road Vehicles and for Tourism drawn up at a special conference in 1954. In regard to the proposed Convention on the

Intergovernmental Maritime Consultative Organization, which the United States has ratified and supports, the Commission expressed the view that the need for the organization had not diminished and that various urgent problems awaited its attention.

In preparation for an item on increasing international travel which the United States proposed for discussion at the 19th session of the Economic and Social Council and at the suggestion of the United States, the Commission transferred from second to first priority its work project on "international developments in the field of travel," which it had undertaken in accordance with a previous resolution of the Economic and Social Council.

Encouragement of International Travel

New recognition was given at the 19th session of the Economic and Social Council to the growing importance of international travel in the economic and social development of all countries. Following a discussion on March 31, 1955, in which representatives of many countries participated, the Council adopted, without a dissenting vote, a resolution inviting member governments to consider the advantages offered by an increased volume of international travel and to take certain specific measures to this end.

This subject had been placed on the agenda of the Council at the request of the United States, in implementation of the President's suggestion that appropriate steps be taken to encourage international travel. A U.S. paper "Development of International Travel, Its Present Increasing Volume and Future Prospects," was used as the principal basis of discussion. The resolution adopted by the Council was a joint submittal by Argentina, Egypt, France, India, and the United States. Strong supporting speeches were made by representatives of the Netherlands, Yugoslavia, France, Argentina, Egypt, Norway, China, India, Venezuela, Pakistan, Dominican Republic, United Kingdom, and Turkey, as well as by representatives of the International Civil Aviation Organization, the United Nations Educational, Scientific and Cultural Organization, and the International Chamber of Commerce.

By its resolution, the Council invited the governments members of the United Nations and its specialized agencies to examine the beneficial effect of increased tourism on their internal economy and international trade; to encourage improved transportation, hotel and other needed facilities; to support official organizations engaged in development of tourism and encourage their cooperation with private agencies; to simplify entry and exit procedures; and to encourage the exchange of technical advice.

In addition, the Council requested the Secretary-General to assemble the latest statistics relating to tourist travel and to enlist the assistance of the Statistical Commission in establishing uniform definitions, standards, and methods.

A report on the measures taken in response to the resolution will be made to the 23d session of the Council in 1957.

International Civil Aviation Organization

With U.S. citizens by far the largest group of international air travelers, progress in the program of the International Civil Aviation Organization (Icao) for promoting the safety, regularity, and efficiency of international air transport is of particular interest to the United States. Through the holding of international conferences, correspondence, and consultation with member countries and through publications, the organization continued in 1955 to improve and standardize the international aviation techniques of its member countries. (Laos had become a member of Icao in 1955, bringing its total membership to 66.)

The Second Icao Air Navigation Conference dealt with problems of air traffic control, rules of the air, air navigation aids, and meteorology encountered by aircraft in flight and during landings and takeoffs. A review was made of existing Icao procedures for separating aircraft both laterally and longitudinally in light of the expanding use of radar and the introduction of more precise aids to navigation. Increased speed, the limitations on visibility inherent in modern aircraft, and the ever increasing density of air traffic made it desirable for Icao to increase the visibility a pilot must have and the distance he should operate from clouds when flying under visual flight rules. Member countries were asked to establish a system of reporting "near-misses" between aircraft in flight in order that an analysis might be made of them and ways found of avoiding them in the future. The conference also recommended that member countries forward to Icao information on the results of experiments with flashing high intensity lights as a means of preventing collisions under night flight or dull weather conditions.

Icao held another of its series of regional air navigation meetings in 1955, in order to bring up to date the plan for air navigation facilities and services and aircraft operating practices in the Pacific region. The Pacific Regional Air Navigation Meeting considered requirements of highflying turbine-propelled aircraft and recommended a new airway between the West Coast of South America and Australia, Oceania, and the Far East.

In an attempt to facilitate international travel, whose importance has come increasingly to be recognized, ICAO made further progress in its attempt to lay down formulae whereby the clearance of air travelers, baggage, cargo, and mail at international borders might be simplified in a manner consistent with the essential security requirements of member nations. The fourth session of ICAO's Facilitation Division recommended important changes in the ICAO standards, recommended practices for facilitation of air transport, and called to the particular attention of member countries the desirability of adjusting their national laws and regulations to meet international standards. The meeting recommended that the number of questions on embarkation/disembarkation cards be reduced from 20 to 10, took action to simplify the problems of visas, and suggested that the practice in some countries of temporarily withdrawing the passports of temporary visitors be discontinued. In the customs field, the amendments to the ICAO standards call for simplification of documentation, acceptance of oral passenger baggage declarations, and the preferential treatment of air-mail. ICAO member countries will be asked to admit aircraft spare parts on loan and airline training material free of duty.

A special diplomatic conference held in 1955 at The Hague under ICAO's auspices recommended important changes in the 1929 Warsaw Convention, which limits the liability of the air carrier for damage to passengers, baggage, and cargo on international flights. The major change proposed would double the limit of liability, increasing it from \$8,291 to \$16,600.

International Telecommunication Union

Because of the importance of international telecommunications to this country, the United States plays a leading role in, and actively supports, all the programs of the International Telecommunication Union, which are of a continuing nature and are designed to improve worldwide communications services.

Specifically the Union continued in 1955 to make progress in the implementation of the 1947 Atlantic City Frequency Allocation Table. It has substantially cleared from the aeronautical route and maritime frequency band, users who belong in other bands, the two exceptions being the maritime radiotelephone and coastal radiotelegraph bands. It also initiated clearance of the off-route and high frequency bands.

The International Frequency Registration Board (IRFB) published a part of the technical standards which now serve as a basis for determination of the "findings" of the Board. The standards are for informative purposes only, but are helpful in providing a common basis for

engineering evaluation of proposed radio frequency operations. The major activity of the IFRB in 1955 has been the processing and publication of the notices of frequencies used by all nations. This enables a country to use a frequency free from interference by other nations.

The study groups of the International Radio Consultative Committee (CCIR) have proceeded with the technical studies assigned by the CCIR seventh plenary Assembly (1953) in preparation for the CCIR eighth Assembly in 1956, including study of the propagation characteristics of frequencies used for television and broadcasting; the station power and distance spacing desirable for the greatest use of the spectrum; and the technical characteristics of transmitters and receivers under varied operating conditions for different types of services. Two of the study groups for this Committee met in 1955. The Study Group for Transmitters dealt with problems of improvement in frequency stability and reduction in harmonic and unwanted radiations. The Study Group for Television reviewed and revised its assigned studies preparatory to formulating recommendations for adoption at the eighth Assembly. While it considered problems of the standardization of color television in Europe, no firm conclusions were reached, and preparatory work is now under way for color television demonstrations in the United States and other countries in 1956 to assess the technical qualities of the various systems in operation or being studied prior to the adoption by European countries of color television systems.

Several of the study groups of the International Telegraph Consultative Committee (CCTT), notably the Study Group on Rates and Services, met in 1955 to further their studies preparatory to the seventh plenary Assembly of this Committee in 1956.

Two study groups of the International Telephone Consultative Committee (CCTF) met in 1955 to deal with questions of maintenance and rapid operating methods. The Committee concerned itself with furthering the studies approved by its 17th plenary Assembly in 1954.

Both the CCTF and the CCTT have been working out the details for their amalgamation in 1957 into one new International Telegraph Consultative Committee.

The International Telecommunication Union (ITU) continued in 1955 its cooperation with the United Nations and with the other specialized agencies, particularly the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the International Civil Aviation Organization (ICAO). In collaboration with UNESCO, it prepared a study of the telecommunication aspects of the question of freedom of information. It worked closely with ICAO on electrical communication matters. In connection with the United

Nations Expanded Program of Technical Assistance, the Iru has recruited experts and placed scholars or fellows in places best suited to meet their study needs.

World Meteorological Organization

During 1955 there was continued emphasis in the work program of the World Meteorological Organization (Wmo) on application of meteorology to aeronautics, agriculture, maritime shipping, business, and industry. The United States maintained its participation in the Wmo, and in addition, was active in the affairs of the regional associations for Northern and Central America and for the Southwest Pacific.

The major event in the Organization during 1955 was the convening of the Second World Meteorological Congress in Geneva April 14-May 13, 1955. One of the principal accomplishments of the Congress was the establishment of worldwide international standards and recommended practices in the form of "technical regulations," covering the subjects of meteorological stations, observations, codes, telecommunications, climatological practices, presentation of agricultural meteorological data, and weather service for aviation. The Congress approved a technical program for the next 4 years which includes improvement of meteorological telecommunications, assistance to the United Nations in water-resources development work, assistance to the United Nations Educational, Scientific and Cultural Organization in study of zone and humid tropics problems, survey of artificial control of weather, support of the International Geophysical Year Program as it involves meteorology, study of weather forecasting service for agriculture, preparation of a series of meteorological guides and technical notes, study of a world plan for climatological atlases, preparation of a meteorological lexicon, a multilingual vocabulary, and other publications, and an international comparison of upper air sounding equipment aimed at achieving greater consistency in meteorological data obtained from the world network.

In addition to the Congress, the Regional Association for Asia met in New Delhi in February 1955 to review regional meteorological facilities, services, and procedures and to promote exchange of essential weather information.

The secretariat continued to issue technical publications and reports, including information on networks of weather stations, broadcasts of meteorological information to shipping and aviation, and international exchanges of weather information used by meteorological services throughout the world.

Universal Postal Union

The Executive and Liaison Committee of the Universal Postal Union (UPU) held its annual meeting in Lugano, Switzerland, May 2 to 14, 1955. The Committee, composed of 20 members, of which one is the United States, has the responsibility for supervising and continuing the activities of the Union during the 5-year intervals between its Congresses. Continued improvement of the International Postal Service is the objective of the UPU.

There has been complete cooperation and coordination between the UPU and the United Nations and its other specialized agencies, particularly in the matter of controls over the shipments of narcotics and the transportation of dangerous articles by mail. The UPU and the World Health Organization are working together on uniform regulations for the handling of perishable biologicals by mail.

Perhaps one of the most important achievements of the UPU during the past year has been in the field of technical assistance for other postal administrations and the exchange of technical information. The United States has made a large contribution to this program both by sending advisers to other countries and by having many representatives of other postal administrations visit the United States to study its systems and procedures.

The United States is also a member of 4 UPU subcommittees that are studying:

- (1) Problem of the variations of the basic airmail transportation rates
- (2) Methods for simplifying airmail accounting
- (3) Use and production of training films
- (4) Use of van-type containers for transportation of mail by vessels.

Intergovernmental Maritime Consultative Organization

During 1955 Switzerland ratified the convention for the Intergovernmental Maritime Consultative Organization (IMCO) making a total of 18 countries now accepting the convention which was drawn up by the 1948 United Nations Maritime Conference at Geneva. Three more ratifications are required before the convention will come into force. The United States deposited its instrument of ratification on August 17, 1950. This specialized agency, which will have consultative capacity in the field of international shipping, will consider, when it comes into being, a number of important technical and economic matters in this field, such as the 1948 Convention on

Safety of Life at Sea, rules for the prevention of collisions, and the 1954 Convention for the Prevention of Pollution of the Sea by Oil.

EMERGENCY RELIEF AND REHABILITATION

The United Nations continued in 1955 its two special operating programs, concerned respectively with the Arab refugee problem in the Near East and with Korean reconstruction. These two programs are financed by voluntary contributions.

Palestine Refugees

Over 900,000 refugees from Palestine, half of them children under 15, were on the rolls of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) in 1955. The number of these refugees has grown each year by an average of 25,000 births. The Agency, established by the General Assembly in 1949, has a twofold responsibility: to provide temporary relief for the refugees in the form of food, clothing, shelter, medical care, and welfare services; and to assist them to become self-supporting. In carrying out its mandate, the Agency works in cooperation with the host governments, the specialized agencies, and private organizations. Contributions to UNRWA—both governmental and nongovernmental—for the fiscal year ending June 30, 1955, are shown in Appendix II. The U.S. Government contributed \$16.7 million for this period, in which contributions from all sources totaled almost \$29.5 million.

GENERAL ASSEMBLY CONSIDERATION

The 10th General Assembly had on its agenda the Annual Report of the UNRWA Director and the report of the UNRWA Advisory Committee of which the United States is a member. It also had before it a special report that the Director had been requested to prepare by the ninth General Assembly on the needs of refugee children, residents of the border villages, and other claimants for relief. This report acknowledged that in many cases the needs of these people were genuinely great.

In his regular report, the Director, Henry R. Labouisse (United States), pointed out that while the health of the refugees continued to remain surprisingly good, and housing facilities were being improved, higher standards of nutrition would be desirable. In the area

of rehabilitation projects, he indicated that the educational facilities for refugees were expanding rapidly, but that the two major irrigation projects, one for the Jordan Valley (described in Part I above) and the other for the western Sinai desert in Egypt, still awaited the outcome of certain further technical and political discussions.

What attracted the greatest attention in Mr. Labouisse's report, however, was his assertion that the desire for repatriation remained strong among the refugees. He therefore held that unless some opportunity were given to the refugees to make their choice either for repatriation or resettlement, or unless some other political solution could be reached, the demand for repatriation would continue to be an obstacle to the complete carrying out of the reintegration program called for in 1950 by the fifth General Assembly. The report of the Advisory Committee underscored the Director's position. Unless a decision could be made on repatriation or resettlement UNRWA's mandate could not be fulfilled. This position served as the basis for Arab insistence that the General Assembly resolution on the Director's report should acknowledge the need for refugees to be given an opportunity to make this choice before UNRWA's mandate could be carried out.

The U.S. representative, Ambassador James J. Wadsworth, in the committee debate on this agenda item recognized the strength of Mr. Labouisse's statement. He said that "we recognize the necessity of settling the political problems connected with the Palestine question. It is the continuing duty of us all, especially Israel and the Arab States involved, to work toward this goal. Our record is perfectly clear on this point. We have striven and are still hard at work both in the United Nations and outside to bring about their early solution. I need only point to Secretary of State Dulles' August statement on steps toward the resolution of the Palestine dispute as proof of our concern over these problems." However, he stated, "What must be of paramount importance here, now, in this debate, is that these political problems—which must be resolved, and which have taken and will take time to solve—shall not stand in the way of steps of progress toward a better life for the Arab refugee."

The United States held that UNRWA should proceed with its programs, bearing in mind the limitations imposed upon it by contributions. In this connection, the United States announced that it had already informed the Negotiating Committee for Extra-Budgetary Funds of its continued substantial support of UNRWA's programs. However, it was the U.S. position that in view of the already severe restrictions imposed by the extent of contributions, the inclusion of any further claimants for relief could not be considered. Since the

distress of these other claimants was clearly indicated, an appeal to private organizations to assist was advocated.

The United States addressed an urgent appeal to the Arab Governments to accept the Jordan Valley project and the Sinai project as a "start for a new and better Arab world." In making this appeal to the leaders of the Arab States, Ambassador Wadsworth said, "We believe that they can, to the benefit of their countries, view the refugees as an important asset, not, as is too often implied here in debate, an unwanted liability."

The most important development during the debate in the *Ad Hoc* Political Committee, which began on November 14, was the indication of increasing impatience and concern on the part of a number of delegations that so little progress was apparent toward the resolution of the refugee question. Appeals to the Arab States to accept the Jordan Valley plan were made by several delegations, and many took the occasion to urge Israel to give favorable consideration to practical steps permitting some repatriation.

The United States, the United Kingdom, and Turkey submitted a draft resolution on November 28 requesting UNRWA to pursue its programs for the relief and rehabilitation of refugees, bearing in mind the limitations imposed upon it by the extent of contributions for the fiscal year. The draft requested the governments of the area without prejudice to repatriation or compensation of refugees to make a determined effort, in cooperation with the Director of the Agency, to seek and carry out projects capable of supporting substantial numbers of refugees; noted the serious need of other claimants for relief as described in the special report; appealed to private organizations to give these claimants increased assistance to the extent that local governments could not do so; and urged all governments and individuals to support these private organizations with food, goods, and services. Finally, the three-power text requested the Negotiating Committee for Extra-Budgetary Funds, after the receipt of the budget from the Director, to seek such funds as might be required by the Agency; appealed to the governments of member and nonmember states to contribute to the extent necessary to carry out the Agency's programs; and expressed its thanks to the Director and staff of the Agency for their continued faithful efforts to carry out their mandate.

On November 30 the joint resolution was adopted by a vote of 38 to 0, with 19 abstentions (most of the Arab and Asian-bloc members and the Soviet bloc). On December 3 the resolution was approved in plenary by the same vote except for a reduction of the number of abstentions to 17.

Korean Reconstruction

The United Nations Korean Reconstruction Agency (UNKRA) continued through 1955 to make significant progress in carrying out its planned programs. UNKRA projects have been undertaken in every province of Korea and have been located at more than 3,800 project sites. In terms of actual operations, UNKRA reached a high tide of activity in 1955. The Agent General, John B. Coulter (United States), reported to the 10th General Assembly: "The current year's activity is basically an extension of the work done in previous years, but in many projects it brought to fruition a long preparatory effort of planning, procurement, shipping, technical assistance and supervisory aid."

As of October 31, 1955, contributions from governments totaled \$139.7 million, of which \$123.5 million was obligated for projects in the program. Actual arrivals in Korea of UNKRA-purchased goods—machinery, replacement parts, tools, construction material and other supplies, and essential salable commodities—have totaled \$56 million (as of June 30, 1955). Technical assistance has been rendered to Korea to a total amount of approximately \$6.7 million. In June 1955, the five-nation UNKRA Advisory Committee, of which the United States is a member, approved a plan of expenditure for the financial year 1955-56 totaling \$3,775,000.

Notable achievements in 1955 have been completion of the rehabilitation of the Samchok Cement Plant in Kangwon Province; a rise in the first half of the year in production in the Dai Han Coal Corporation mines of approximately one-third over the output for the same period of the previous year; the arrival of three electric generators as well as other equipment for the Cheju City plant; and the addition to the Korean fishing fleet of 63 new boats including ten 77-ton, 75-foot motor trawlers. In September 1955 the new Merchant Marine Academy opened at Yong-do, Pusan, for which UNKRA had supplied equipment and technical assistance. In May 1955 the Taegu Medical College and Hospital opened, for which UNKRA had furnished more than \$1,100,000 in building materials, modern medical equipment, and technical services.

The United States continued in 1955 to carry out its own bilateral program of economic and technical assistance to the Republic of Korea, which is closely coordinated in Korea with the UNKRA program through the office of the United States Economic Coordinator.

It became evident in 1955 that further substantial contributions to UNKRA would not be forthcoming. The General Assembly's Negotiating Committee for Extra-Budgetary Funds advised the Secretary-General that there seemed to be little prospect of its raising

additional substantial sums on behalf of UNKRA, and the Secretary-General in turn made this judgment known to the Agent General of UNKRA. The 10th General Assembly on October 25, 1955, with no negative votes, adopted a resolution, cosponsored by Australia, Belgium, Canada, New Zealand, the United Kingdom, and the United States, commending the Agent General for UNKRA's "excellent progress" and stressing its desire that the Agency's approved programs "be expeditiously implemented to the maximum extent possible within available funds."

The United States paid in to UNKRA in May 1955 an amount of \$8.6 million, which was the balance of the amount appropriated by the Congress for UNKRA in the summer of 1954. This brought the total U.S. contribution to approximately \$92.9 million, which is approximately 66.5 percent of the total of \$139.7 million that UNKRA has received from governments. The United States has not felt itself in a position to seek further funds from the Congress in the absence of further substantial contributions from other countries.

POPULATION AND LABOR PROBLEMS

There are three U.N. agencies concerned with population and labor problems: the United Nations Population Commission, one of the functional commissions of the Economic and Social Council; the United Nations High Commissioner for Refugees, whose office was established by the General Assembly; and the International Labor Organization, one of the specialized agencies.

Population Commission

In March 1955 the United Nations Population Commission, of which the United States is a member, held its eighth session. The work of this group of experts in providing policy guidance for international activities related to population problems is of great significance because of the ever increasing importance of population problems as an element in economic and social development. The resolution of problems confronting countries in their endeavor to raise levels of living depends upon the prior provision of adequate population information, without which sound economic and social policies cannot be formulated and without which technical and financial assistance cannot be efficiently utilized.

The Commission devoted its major attention in 1955 to the examination of the problem of the interrelationships of demographic,

economic, and social factors. It gave careful consideration to gaps in the existing knowledge of relationships between population trends and economic and social factors, and recommended certain methods and courses of action for filling these gaps. The Commission also explored the possibilities of arranging for a part of the program of population studies to be carried out by universities and other institutions in various countries in cooperation with the Secretariat. While endorsing this plan, the Commission pointed out that important parts of the work can most effectively be done at Headquarters.

The U.N. Secretariat continues its valuable work on population estimates and projections, its provision of technical assistance related to obtaining demographic information and the analyses of this information. The *Population Bulletin* published by the United Nations is a significant contribution to demographic literature. Another publication, *The Determinants and Consequences of Population*, has now been published in English and French, and a Spanish edition is planned.

The Population Commission in concluding its session determined that the work of the United Nations in the population field should be primarily on projects that can be of use in the planning of economic and social development of underdeveloped countries and in the practical application of existing knowledge of demographic factors to specific problems of economic growth and social change.

United Nations High Commissioner for Refugees

The United Nations High Commissioner for Refugees, acting under the authority of the General Assembly, has the functions of providing international protection to refugees who fall within the scope of the statute of his office and of seeking permanent solutions for the problem of refugees. The latter function he performs by assisting governments and, subject to the approval of the governments concerned, private organizations to facilitate the voluntary repatriation or assimilation within new national communities of such refugees. In general, persons falling within the scope of the statute are those who, owing to well-founded fear of being persecuted for reasons of race, religion, nationality, or political opinion, are outside the country of their nationality and are unable or, owing to such fear, unwilling to avail themselves of the protection of that country. The number of persons falling within the scope of the statute is estimated at about 2,000,000 of whom about 300,000 were economically unassimilated in the countries of present residence as at January 1, 1955.

In November, the Nobel Peace Prize for 1954 was awarded the Office of the United Nations High Commissioner for Refugees for its work on behalf of refugees and its contribution to the cause of peace.

PERMANENT SOLUTIONS

The ninth General Assembly in 1954 authorized the High Commissioner to appeal to governments for funds to undertake a program of permanent solutions of the problem of the unassimilated refugees. This program, the United Nations Refugee Fund (UNREF), for which the High Commissioner's Advisory Committee in 1954 recommended an expenditure of \$16 million to be contributed by governments, will extend to the end of the High Commissioner's present mandate, December 31, 1958. It incorporates the limited program of emergency assistance for refugees administered by the High Commissioner from 1952 through 1954.

During the first part of 1955, detailed recommendations for the 1955 program were developed by the High Commissioner. These were examined in May by the Executive Committee, formerly the High Commissioner's Advisory Committee, which had been reconstituted in April by the Economic and Social Council for the purpose of directing the new program. The United States is a member of this Committee. At the May meeting and at a subsequent meeting in September of the Program Sub-Committee, most of the projects recommended by the High Commissioner were authorized for implementation. Allocations by the Committee for the 1955 program totaled \$3,134,916, including \$2,137,442 for permanent solutions, \$533,347 for the permanent placement of 909 aged and sick "difficult cases" in institutions, \$384,127 for emergency assistance, and \$80,000 for administration.

The authorized permanent solutions projects for 1955 are designed to assist the assimilation of about 16,100 refugees, primarily by integrating them in the countries where they are now located. These countries—Austria, Germany, Italy, and Greece—in compliance with the request of the General Assembly, have provided about \$4 million for the program in their territories, part of which is in the form of outright grants to refugees. Priority is being given to the 84,330 refugees still living in camps as of January 1, 1955, in order to achieve the elimination of the camps as soon as possible. Many of these refugees have been in these camps for over 10 years.

The various projects for integrating refugees include housing; the extension of credit to enable refugees to establish themselves in small businesses, crafts, or trades; vocational training; assistance to refugee students already enrolled in universities; counseling; employment placement; and assistance for refugees wishing to establish themselves in agriculture. One project in Italy is designed to promote the emigration of refugees.

The allocation for emergency assistance, benefiting an estimated 6,400 refugees, includes small sums for refugees in Greece, Italy, Turkey, and the Near East and \$280,000 for assistance to destitute refugees of European origin in Shanghai. This latter program is carried out in cooperation with the Intergovernmental Committee for European Migration (ICEM). The United Nations Refugee Fund provides care and maintenance for European refugees coming from the mainland of China until they are processed and transported to new homes abroad by ICEM.

Contributions to UNREF for the 1955 program totaling \$3,017,696 were made by 21 governments. The 1955 target was \$4.2 million. Private contributions, particularly that of the Dutch National Campaign, and other income during 1955 brought the total of the Fund to \$3,934,354.

The United States wholeheartedly supports the work of the High Commissioner and has contributed \$1,006,000 of the total contributed to UNREF to date. The U.S. contribution, for which \$1,200,000 was appropriated in 1955, is made on the basis of one-third of the contributions from all governments.

INTERNATIONAL PROTECTION

The Office of the High Commissioner makes representations to the competent authorities in countries where refugees are concentrated or where refugees might migrate on such matters as the determination of the status of refugees, regularization of residence, expulsion, the right to work, public relief and social security, travel documents, and authentication of documentation. The High Commissioner also aids and protects refugees through the Convention Relating to the Status of Refugees of July 28, 1951, article 35 of which makes him jointly responsible with the ratifying states for its application. The convention deals with the minimum rights and privileges of refugees and provides for freedom from discrimination on the grounds of race, religion, or country of origin. The ratification by six signatories brought the convention into force on April 22, 1954. In addition to these six (Belgium, Denmark, the Federal Republic of Germany, Luxembourg, Norway, and Australia) the United Kingdom, Monaco, France, Italy, Austria, Israel, Sweden, Switzerland, and Ecuador have since ratified. The United States took an active part in drafting the convention but does not plan to sign it, since existing law and practice in the United States provide most of the benefits accorded by the convention to refugees legally admitted to this country for permanent residence.

International Labor Organization

The International Labor Organization (ILO) has continued its efforts to raise levels of living and working conditions throughout the countries now members of the ILO. In 1955 these activities were marked by a special emphasis on labor-management relations. The concept underlying this effort is that practical methods of attaining a democratic system of labor-management relations cannot be devised without concentrated, sustained study and discussion. To this end, the ILO has stressed this subject wherever possible in all meetings, conferences, and publications during the past year.

The ILO carried forward in 1955 its preparations for the discussion of forced labor at its 1956 Conference, where action will be taken directed toward eliminating this evil. In the general field of worker and trade union rights, the ILO reviewed the study of discrimination in the field of occupation and employment prepared at the request of the U.N. Human Rights Commission and set forth further lines of investigation to be followed in carrying the study to completion. In November 1955 the ILO Governing Body voted to place this subject on the agenda of the 1957 Conference. Twenty-two cases of alleged violations of trade union rights were disposed of by the ILO Committee on Freedom of Association during the year, the two cases of alleged violations in the United States being dismissed on the grounds of insufficient evidence.

The return of the U.S.S.R. to the ILO in 1954 brought problems in many phases of its activity. Thus far, attention has been directed primarily toward the question of whether Communist employer and worker representatives are entitled to participate in ILO meetings as representatives of employers and workers. A Committee on Freedom of Employers' and Workers' Organizations has been appointed to gather all relevant facts concerning the extent of freedom of employers' and workers' organizations from government domination or control in each member country. The Committee is expected to report its findings to the ILO early in 1956.

In 1955 the ILO continued to devote much effort toward such practical activities as technical assistance in the form of vocational and supervisory training to increase production and enhance labor skills in less developed countries. For example, the ILO, through its field office in Asia, provided assistance to the Government of Ceylon in introducing a manpower information program planned on the basis of earlier ILO technical assistance. The ILO also continued assistance to the Government of Indonesia, among other countries of South Asia, in operating an instructor training center that had earlier been in-

stituted with ILO assistance. Such a supervisory training project has been in operation in India for more than a year with ILO assistance. In view of the increasing interest of countries of this area in vocational training, the ILO convened an Asian Technical Conference on Vocational Training at Rangoon in November–December 1955.

More than 350 fellowships for vocational training abroad were granted during the year. Thus, foremen and workers in metal industries were granted training fellowships in European countries. Foremen and engineers from the basic industries of Turkey and Iran have also received training in European industries. ILO training programs are under way at the Israel Institute of Technology, and at the Heliopolis Technical School in Egypt a national productivity and training center has been set up. ILO assistance to this school is expected to continue until the end of 1956.

Surveys were carried out and programs were outlined for use of countries requesting advice on economic and social problems related to increasing productivity and improving standards of social security. For example, ILO assistance has been arranged for Thailand in codifying its labor legislation. Technical assistance is being given to the Philippines on problems of concluding collective agreements and the settlement of industrial disputes.

The 1955 International Labor Conference adopted several standards intended to further the objectives of the Organization. Among these were a recommendation concerning the vocational rehabilitation of the disabled, including children and young persons, and a recommendation concerning the protection of migrant workers in underdeveloped countries. A convention, for possible ratification by member governments, was adopted concerning the abolition of penal actions for breaches of contracts of employment by indigenous workers. With a view toward the further drafting of standards on these subjects next year, the Conference considered vocational training in agriculture and welfare services for workers.

In the field of international action of particular concern to women workers, the ILO prepared studies on the problems of older women workers, on part-time employment of women, and on the development of opportunities for women and girls in handicrafts and cottage industries.

ILO activities in the field of research and publication included: a handbook on methods of raising productivity in underdeveloped countries for use as a guide by ILO technical assistance missions; a *Guide for Labor Inspectors*, and a *Guide to Manpower Surveys*; various reports and studies on occupational safety and worker health services, as for example, a study on "Safety in Coal Mines," and a catalog on occupational safety and health films; and a report to the Atomic

Energy Conference on problems of social progress, safety, and manpower in the atomic energy industries.

SOCIAL AND CULTURAL ADVANCEMENT

Cooperative efforts to advance the social as well as the economic well-being of peoples are carried on through the United Nations. In addition to the U.N. Secretariat, the Economic and Social Council and two of its commissions, and the United Nations Children's Fund (UNICEF) which is a part of the United Nations itself, two specialized agencies—the World Health Organization (WHO) and the United Nations Educational, Scientific and Cultural Organization (UNESCO)—are most active in this area. Their efforts in the social field complement those of other U.N. agencies in the economic field and buttress international endeavors to preserve peace.

In 1955 the Secretary-General prepared a report for the consideration of the Social Commission and the Economic and Social Council entitled "International Survey of Programs of Social Development." This report reviewed the major trends and lines of development in social programs throughout the world. It included information on programs relating to health, nutrition, housing, and community facilities, aid to the consumer, education, labor, social security, social protection, and rehabilitation and social development for rural areas. It provided the basis for a careful examination and review by both the Social Commission and the Economic and Social Council of the advances made in the social field. While revealing gratifying progress, the report and the discussion of it clearly indicated that much remains to be achieved, especially in rural areas undergoing rapid urbanization and in less developed countries.

Social Welfare

Policy guidance for U.N. social welfare activities is provided by the Economic and Social Council and its advisory Social Commission. The activities themselves are carried out primarily by the U.N. Secretariat. The principal emphasis is on rendering assistance to governments, especially where social services and facilities are less developed than in other areas of the world.

The scope of these activities can be illustrated by the work of the Social Commission at its 10th session held in May 1955 in New York. During this session it examined, among other problems, those relating

to the international definition and measurement of standards and levels of living, principles of community development, and the training of welfare personnel.

INTERNATIONAL DEFINITION OF AND MEASUREMENT OF STANDARDS AND LEVELS OF LIVING

The Social Commission at its 10th session examined the report of an expert committee appointed to study the problem of defining and measuring standards and levels of living, about which there has been much confusion in the past. The committee's recommendations, which were approved by the Commission, offer the possibility of assessing existing levels of living, of measuring changes, and of making international comparisons. This process for the measurement of progress will, in turn, encourage and facilitate the making of progress.

COMMUNITY DEVELOPMENT

Community development, a technique for improving the levels of living particularly in underdeveloped areas, has in recent years received increasing international and national attention. It is understandable that a self-help process creating conditions of economic and social progress for the whole community, in which the community itself actively participates and which relies to the fullest possible extent upon the community's own initiative, should have widespread appeal. This is especially true when the technique is demonstrably effective. The Social Commission had before it at its 10th session convincing evidence of this fact in a report "Principles of Community Development" which was the result of a 5-year study of the efforts of governmental and nongovernmental agencies in various parts of the world to improve living conditions in local communities. The focus of the report was on the process of involving people in efforts to help themselves.

The Social Commission and the Economic and Social Council in turn both urged continued cooperation among the governments and the specialized agencies concerned in the development of these activities. Much of the work of the U.N. Secretariat in the social field is directed, in cooperation with certain of the specialized agencies, particularly the Food and Agriculture Organization, the International Labor Organization, the United Nations Educational, Scientific and Cultural Organization, and the World Health Organization, toward encouraging the use of community development as a technique for meeting some of the basic needs of the less developed countries.

TRAINING OF WELFARE PERSONNEL

Trained personnel is requisite to the success of almost any activity. The Social Commission in 1955 had before it a survey on social welfare training in all parts of the world. The survey showed that the number of schools providing this training had reached the impressive total of 432. Many problems of training and trained personnel remain however, and the Social Commission directed the attention of governments to some of the more urgent of these. In connection with community development, the Social Commission directed attention to the special need for what are called multipurpose workers—those trained in a number of related disciplines and able to work with people especially in the rural areas.

ADVISORY SOCIAL WELFARE SERVICES

The United Nations has developed a special program of technical assistance for member governments known as the Advisory Social Welfare Services. It is through this program that much of the policy formulated by the Economic and Social Council and the Social Commission is implemented. The area of action is wide. In addition to community development, which received special attention in 1955, technical assistance is provided in other fields, including the administration of social welfare programs related to family and child welfare, services for the handicapped, improvement of housing conditions, and prevention and treatment of crime. Technical experts are assigned to work with officials of governments requesting help, fellowships and scholarships are granted, regional meetings on special problems are convened, and studies and other informational material prepared as a basis for determining policy and programs.

This field of activity has proved so effective that the General Assembly at its 10th session increased the funds for the program from \$768,500 in 1955 to \$1,000,000 in 1956.

PREVENTION OF CRIME AND TREATMENT OF OFFENDERS

A United Nations Congress on the Prevention of Crime and Treatment of Offenders was held in Geneva from August 20 to September 3, 1955. This was the first World Congress of technicians and experts on this subject held since the transfer of the functions of the International Penal and Penitentiary Commission to the United Nations in 1950. Over 500 delegates met together to complete and

approve a draft of standard minimum rules for the treatment of prisoners, prepared by regional conferences held from 1952 to 1954. The Congress also adopted rules on the selection and training of prison personnel, a nine-point recommendation on "open institutions," rules on prison labor, and recommendations on the prevention of juvenile delinquency.

Narcotic Drug Control

Steady progress was made during 1955 in the field of international narcotics control. The machinery built up over a period of several decades continued to work toward elimination of the evil of narcotic drug addiction.

By the end of 1955, 15 countries had deposited ratifications or accessions to the Protocol for Limiting and Regulating the Cultivation of the Poppy Plant, the Production of, International and Wholesale Trade in, and Use of Opium, opened for signature at New York on June 23, 1953. The Protocol is designed to confine the production of opium to a limited number of countries. Deposit of 25 ratifications or accessions, including those of at least 3 of the "producing" states (Bulgaria, Greece, Iran, India, Turkey, the U.S.S.R., and Yugoslavia) and of at least 3 of the "manufacturing" states (Belgium, France, the Federal Republic of Germany, Italy, Japan, the Netherlands, Switzerland, the United Kingdom, and the United States) is required for the Protocol's entry into force. The United States, which ratified on September 14, 1954, and deposited its ratification on February 18, 1955, is taking steps to encourage approval of the agreement as quickly as possible. It is hoped that the Protocol will be a useful weapon against illicit trafficking by curtailing the supply of opium at the source.

The Commission on Narcotic Drugs, the international body with general supervisory and policymaking responsibility in the field of narcotics, held its 10th session at New York from April 18 to May 12, 1955. As in past years, it reviewed the whole range of narcotics problems and discussed and recommended ways of dealing with them. Some of the more significant developments at the Commission's 10th session follow.

The Commission urged all governments that had not yet done so to prohibit the manufacture, import, export, and use of heroin. This recommendation was based largely on a World Health Organization finding that other less dangerous narcotics could be used with equal effectiveness in medical practice.

More work was done on the proposed Single Convention, which is being drawn up to bring together in one instrument the provisions

governing the international narcotic drugs control system now found in several international agreements. For over 5 years work has gone into this highly technical document which must take into account the great differences in economic and social practices existing in the world.

The Commission's discussion of drug addiction indicated that there has been a general increase in awareness of and interest in the social aspects of the drug addiction problem. Its consideration of methods of treatment emphasized the inadequacy of the ambulatory or "clinic" method. The strict regimen of compulsory hospitalization was believed indispensable to effective treatment. Insufficient attention, it was thought, had been paid to the importance of reintegrating the addict who has undergone treatment into the community, which had resulted in a high rate of recidivism. Studies on this subject are being made in the United States and Canada. In August, the Economic and Social Council requested the World Health Organization to prepare an up-to-date study on appropriate methods for treating addicts and to provide information on methods of prescribing narcotic drugs and precautions which could be made available to the medical professions of the world.

The problems posed by the increasing number and production of synthetic drugs were again discussed, but no important decisions were made pending a study by the World Health Organization of the relative addiction-producing properties and therapeutic advantages of synthetic narcotics and natural narcotics.

The Commission noted that calculations based on the quantities of narcotic drugs seized showed that the world traffic was now at about the same level as 25 years ago. The traffic in raw opium was concentrated in the Middle and Far East, as in the past. The traffic in cannabis (marihuana) was increasing, and the Commission noted that its use was now more widespread geographically than that of any other drug and rivaled opium as the most widely consumed addiction-producing drug. The Commission recorded its appreciation of the measures taken in recent years by the Italian Government for the suppression of Italy's illicit traffic. It expressed concern over the illicit traffic in Lebanon and Thailand. The U.S. representative, Harry J. Anslinger, reiterated that the mainland of China continued to be an important source of large quantities of opium, morphine, and heroin.

A study prepared by the Food and Agriculture Organization at the request of the Economic and Social Council indicated the possibility of developing strains of the cannabis plant that would be devoid of harmful resins. Work on developing such strains is presently being carried on in the United States and in the Federal Republic of

Germany. Governments were urged to cooperate in this project which, if successful, would permit hemp to be produced without the possibility of its being diverted to improper use.

The Commission discussed in detail the recently developed method for determining the origin of opium by physical and chemical tests. Governments have been requested to furnish to a U.N. research laboratory samples of domestically grown opium, which will form the basis for these tests. It is expected that the laboratory will be able to determine the origin of seized opium with reasonable scientific accuracy and that this information will prove useful to authorities charged with suppressing the illicit traffic.

United Nations Children's Fund

The United Nations Children's Fund (UNICEF) continued during 1955 its work of promoting national efforts to develop permanent health and welfare services for mothers and children by providing necessary imported equipment and supplies for various types of projects carried out with the technical cooperation of the specialized agencies. Allocations by the Executive Board totaled \$14.6 million bringing the total of aid provided to \$218 million since the beginning of the Fund in 1947. UNICEF is currently assisting 268 programs in 92 countries and territories as compared to 251 programs in 88 countries and territories during 1954.

The 1955 program continued to reflect the shift in emphasis, provided for by the General Assembly in 1950, from emergency assistance to self-help projects that will integrate child health and welfare services into the permanent structure of national and local governments. Of 1955 allocations for project aid, 93 percent was for projects of long-range benefit. These were of four main types:

(1) Assistance to maternal and child welfare services and training by the provisions of equipment and supplies for rural health centers, clinics, laboratories, children's hospitals, children's institutions, and nurses' and midwives' training schools and centers. In this field UNICEF allocated \$2.8 million in 1955, continuing 23 projects and commencing 10 new projects, bringing the total number of currently assisted projects to 83 in 62 countries and territories. An example of this type of project is the \$177,500 allocated to assist for 2 years the Government of Iran to develop the maternal and child welfare services component of its 10-year comprehensive plan of public health organization. This plan envisages the creation of 10 high-grade provincial health centers, 90 smaller district centers, and 900 rural and semirural basic health subcenters, as well as the training of nurses, midwives, and health visitors to staff the system. UNICEF is pro-

viding basic equipment, midwife kits, bicycles, soap, and drug and diet supplements for 57 of the semirural subcenters, a jeep for each of 6 of the provincial centers, instruments and equipment for 2 delivery rooms, and laboratories and teaching equipment for the only rural midwifery school in Iran, as well as for 2 such schools to be established. The Iranian need for such assistance is demonstrated by the fact that infant mortality is greater than 200 deaths per 1,000 live births in the first year of life and that disease, including malaria, and nutritional deficiencies are widespread, particularly in the provinces where more than three-fourths of the population of 19.5 million live.

(2) Control or eradication of communicable diseases largely affecting children (malaria, tuberculosis, yaws, leprosy, prenatal syphilis, diphtheria, whooping cough, and others) through the provisions of insecticides, penicillin, vaccines, sprayers, and equipment for local production of insecticides, antibiotics, vaccines, and serum. In this field, UNICEF allocated \$6.6 million in 1955, continuing 28 projects and commencing 21 new projects, bringing the total number of currently assisted projects to 119 in 70 countries and territories. Particularly noteworthy was the significant progress made during the year in connection with leprosy control, for which UNICEF, following the success of a pilot project in Nigeria, made allocations for programs in Ethiopia, the Solomon Islands, Nigeria, French West Africa, Gambia, Thailand, and Paraguay. The use of sulphone tablets, costing UNICEF between 25 and 50 cents a year per patient, permits outpatient treatment and the end of the practice of isolating all but the most advanced leprosy cases. In Nigeria, the program, a year ahead of schedule, will by the end of 1956 have under treatment or have cured 195,000 of the estimated 900,000 cases.

Of even greater significance was the decision of UNICEF to support the plans of the World Health Organization to meet the danger presented in the developing resistance to DDT of certain malaria-bearing mosquitoes by organizing campaigns to eradicate the disease. The effort began in the Americas, and particularly in Mexico where almost two-thirds of the malaria in the Western Hemisphere is found. UNICEF allocated \$2.4 million for the first 18 months of Mexico's 5-year campaign and is also assisting smaller malaria eradication campaigns in Haiti, El Salvador, Trinidad, and Tobago, in addition to its support of 30 control projects throughout the world.

(3) Long-range supplementary child-feeding programs especially directed toward building up permanent programs to combat nutritional deficiency diseases by providing dried skim milk and fish liver oil and developing new protein-rich foods such as vegetable milk and fish, and groundnut, cottonseed, and soya-bean flours or press

cakes. In this field, UNICEF allocated \$740,000 mainly to cover ocean freight costs of skim-milk powder obtained from U.S. surplus stocks free at the port of exit for 10 continuing projects and 5 new projects bringing the total number of currently assisted projects to 37 in 37 countries and territories.

(4) Milk conservation through equipment for milk drying and milk pasteurizing plants to assure better use of locally available milk for children. For this purpose UNICEF allocated \$800,000 in 1955 for 1 continuing project and 2 new projects bringing the total number of currently assisted projects to 21 in 20 countries. Since inception, UNICEF has authorized assistance to 175 milk plants, of which 121 are now in operation.

In addition, about \$825,000 was allocated for emergency aid to Pakistan, India, and the Maldives Islands for disaster relief and to Korea to continue the feeding program for 1,500,000 children and nursing and pregnant mothers.

In 1955 about 32 million children and nursing and pregnant mothers were directly benefited by the UNICEF-assisted programs as compared to 31 million in 1954 and 21 million in 1953. Tuberculosis vaccinations were given to about 14.5 million children, bringing the total number vaccinated since the inception of UNICEF to 58.8 million. Nearly 9.3 million mothers and children were protected from malaria in 1955 by UNICEF-furnished DDT. The several yaws campaigns resulted in the treatment of 1.8 million people, bringing the total number of persons cured of this disease through UNICEF-assisted programs to 8.3 million. UNICEF-assisted trachoma control campaigns had treated about 2.5 million children by the end of 1955. In addition, under the various long-range feeding and emergency programs, nearly 5 million mothers and children received daily rations of milk. And finally, taking into account UNICEF aid approved in 1955, almost 10,000 maternal and child welfare centers throughout the world, but primarily in Asia, have or will have received aid in the form of basic equipment and expendable supplies.

Government contributions to the central account of UNICEF have increased from \$7.5 million donated by 30 governments in 1950 to approximately \$15.5 million donated or pledged by 61 governments in 1955. The U.S. contribution to the 1955 program of UNICEF was \$9 million, or roughly 60 percent of the total, bringing the amount of U.S. financial support since 1947 to over \$114 million. The United States has also made a pledge of \$9.7 million to the 1956 program. In addition, contributions from governments to projects carried on within their own territories, in accordance with UNICEF's policy of local matching of the contribution of UNICEF, amounted to \$27 mil-

lion in 1955. Such contributions since the beginning of UNICEF have totaled about \$1.57 for every \$1.00 of UNICEF assistance accorded.

World Health Organization

The Eighth World Health Assembly, composed of representatives of the 76 member countries of the World Health Organization (WHO), met in Mexico City from May 10 to May 27, 1955. It was the first WHO Assembly to meet in the Western Hemisphere. The Assembly at its eighth session authorized WHO to provide the leadership in a new approach to campaigns against malaria. Cumulative evidence has revealed the increasingly widespread development of resistance to insecticides among anopheline mosquitoes, and beginning in 1955 WHO encouraged and assisted countries to intensify anti-malaria campaigns with a view to outright eradication of the disease as soon as possible. The Pan American Sanitary Bureau, which also serves as the WHO Regional Office for the Americas, launched a a hemisphere-wide campaign to eradicate malaria within 5 years if possible.

The Assembly also authorized WHO to implement plans drawn up in 1954, with the advice of U.S. and other experts, to promote the application of atomic energy to medicine and public health. WHO activities, inaugurated in 1955, will include training of personnel; collecting, evaluating, and disseminating information; and promoting research into the somatic and genetic effects of radiation. In 1955 the first international seminar to study the health aspects of atomic energy met in Stockholm under WHO sponsorship.

As required by the WHO constitution, the Assembly approved a Second General Program of Work which outlined the essential principles, the main types of work, and the methods to be followed by WHO during the period through 1960. This Second General Program continues the two main categories of activities outlined in the First General Program—advice and technical assistance to member countries and the providing of essential worldwide services. It places increasing emphasis on the long-range development of health services as integral parts of the general economic and social development of countries and on WHO's responsibility for providing coordination and leadership to the various organizations engaged in health work at the international level.

The WHO used various methods to promote the development of the permanent national and local health services of member countries. It assigned public health experts to work with and advise governments and to supervise field demonstration and training projects; it

provided fellowships; and it gave technical aid to health educational institutions, hospitals, and laboratories. To ascertain and meet the health needs of member governments, Who makes use of a decentralized structure consisting of six regional offices throughout the world which are in close touch with local health conditions.

A continuing program of Who, that of sending out visiting teams of medical scientists, has gained recognition as a valuable contribution to progress in the field of health. In 1955 many such teams were invited by member nations to discuss and exchange scientific information and ideas with local scientists for periods of from 2 weeks to 2 months. As in the past, team members were chosen from the faculties of universities throughout the world and were persons of recognized professional competence (including several Nobel prize winners). The exchange of scientific information benefited representatives of both "receiving" and "sending" nations.

During 1955 Who assisted demonstration and rural health projects designed to develop balanced and adequately staffed rural health services in many countries, including Thailand, Egypt, Malaya, and 12 in Latin America. Major assistance was rendered to control programs for venereal disease, yaws, tuberculosis, malaria, and yellow fever; to maternal and child health programs; and to the training of various types of health workers. Cooperating with UNICEF, Who assisted trachoma control in certain seriously affected areas, particularly in Morocco, Tunisia, and Taiwan.

A striking example of the work of Who was provided in the 1955 report on the 3-year program in Haiti to eradicate the seriously disfiguring and crippling disease known as yaws. Ninety-seven percent of the rural population underwent treatment. Single injections of penicillin were given to 2,834,712 persons. The cost of this country-wide program—which has virtually eliminated the disease in Haiti—was 30 cents per person treated, of which Haiti provided two-thirds. Who, the Pan American Sanitary Bureau, and UNICEF, which supplied equipment, penicillin, and vehicles, assisted in this project. Encouraged by the effectiveness of this mass attack on yaws, African public health authorities met at Enugu, Nigeria, in November and requested Who to coordinate a similar project for the entire African Continent, where an estimated minimum of 25 million persons are suffering from the disease. Who is currently aiding yaws control projects in Bechuanaland, Liberia, and Nigeria.

The Who function of mobilizing the expert health and medical opinion of the world was reflected in 1955 by the convening of conferences, technical meetings, and seminars on a wide range of subjects. There were malaria conferences in the Americas and Africa, a Euro-

pean symposium on the education of sanitary engineers, a joint FAO/WHO conference on health and nutrition education in the Western Pacific, and a conference on environmental sanitation in Africa. WHO made special efforts in 1955 to encourage the exchange of knowledge and experience with regard to Africa as part of an increasing emphasis on stimulating health programs on that continent. During 1955 some 20 expert committees and consultant groups met to advise WHO on such subjects as tuberculosis, psychiatric nursing, and the standardization of drugs and their names. An expert group on arteriosclerosis considered the possible relationship between diet and cardiovascular diseases in the more highly developed countries, and advised on steps WHO could take to stimulate work that might lead to more effective prevention of degenerative heart disease. Another group advised WHO on possible ways in which the Organization might further advance knowledge and control of cancer.

WHO continued to issue the reports of expert committees and many other publications disseminating health knowledge. Among the more important of these publications—which have gained the respect of medical men throughout the world—were a study entitled *Chemotherapy of Malaria* and a Spanish reissue of a study entitled *Maternal Care and Mental Health*, which has attracted worldwide attention since its original publication in 1951.

Less dramatic and hence less publicized services provided by WHO included the reporting of international epidemiological and vital statistics; the stimulating and correlating of research (primarily through the agency of the expert committee); and the promoting of more uniform standards relating, for example, to quarantine regulations, biologicals, and specifications for drugs. Considerable progress was made in the program to help countries throughout the world to use the same nonproprietary names for important drugs. WHO published a list of 250 recommended names which have been found acceptable for international use and a further list of 150 proposed names that are being considered. The second volume of the *International Pharmacopoeia* appeared, containing recommended specifications for new pharmaceutical preparations and for certain synthetic substances of growing importance. An expert committee continued to analyze newly developed substances liable to produce addiction to determine whether they should be placed under international control.

The International Sanitary (quarantine) Regulations, designed to insure adhering countries the maximum security against the international spread of disease with the minimum interference with world travel and commerce, were revised in 1955 to make them more effective in combating the introduction of dangerous epidemic diseases,

particularly yellow fever. With the strong support of the United States, the Eighth World Health Assembly amended the Regulations to define more specifically what is meant by yellow-fever zones. The effect will be to reduce the formalities required for travel to and from areas where visible danger from yellow fever no longer exists and to focus attention on persons and localities where the disease appears. The amendments will enter into force on October 1, 1956, for all members of WHO that do not reject or make reservations with respect to them by March 19, 1956.

United Nations Educational, Scientific and Cultural Organization

Progress was made during 1955 in giving effect to the decision of the 1954 General Conference that the program of the United Nations Educational, Scientific and Cultural Organization (UNESCO) should be directed toward fewer projects and the more urgent needs of member states. Illustrative of this effort to implement the decision of the conference was the inauguration of a program of direct aid to member states requesting assistance in developing education, natural sciences, social sciences, cultural activities, and mass communications. This aid was provided principally in the form of expert missions and fellowships for study abroad. Thus, the methods were similar to those applied under the United Nations Expanded Program of Technical Assistance, but the aid covered the entire sphere of UNESCO's activities and, accordingly, included some fields not covered in the U.N. program.

The UNESCO program objectives are long range: to assist member states in raising their levels of education; to encourage and promote exchange of knowledge in the fields of education, science, and culture; to promote higher education and scientific research; to develop increased international understanding and mutual respect among peoples; and to further universal respect for justice, for the rule of law, and for human rights and fundamental freedoms. The wide variety of activities and projects designed to achieve these objectives are generally referred to as (1) continuing or general activities, such as the collection and dissemination of information; and (2) special projects, such as technical assistance in education and the promotion of arid-zone research.

UNESCO's membership increased from 72 to 74 nations during 1955, with the accession of Paraguay and Ethiopia.

FURTHERING EDUCATION

In order to enable adults without formal education to participate effectively in achieving their own economic and social progress, projects in fundamental education continue to occupy an important place in UNESCO's program. The two regional centers maintained in Patzcuaro, Mexico, and Sirs-el-Layyan, Egypt, have already trained 163 students from 18 Latin American countries and 92 students from Arab countries. The Patzcuaro Center at present has an enrollment of 132 students and the Sirs-el-Layyan Center has an enrollment of 120 students. The two centers prepare training teams to serve as leaders in their countries to combat illiteracy and to speed up community development for improving living conditions in these two areas of the world. During 1955 UNESCO also launched a project, currently concentrated in Burma, Ceylon, India, and Pakistan, to assist nations in providing suitable reading material for new literates, i. e., adults who have completed a basic reading course.

A major regional UNESCO Conference on the Extension of Free Compulsory Education was held in Egypt early in 1955 for Arab countries, and plans are under way for a similar regional conference for Latin American countries in Lima, Peru, in April 1956. An International Institute for Child Development, a pioneering project in South Asia, was set up at Bangkok in August 1955 as a result of cooperative efforts among UNESCO, Thailand, and educators from Canada and the United States. A program of free primary education for over 100,000 Arab refugee children from Palestine now in Egypt, Jordan, Lebanon, and Syria is being administered by UNESCO in cooperation with the United Nations Relief and Works Agency. The two organizations completed an agreement in 1955 to continue this program of education, initiated 5 years ago. Missions of experts were organized in several fields of education to meet requests for assistance from member states in Asia, Africa, the Near East, and Latin America. During the year UNESCO published a new edition of its *World Survey of Education*, providing comprehensive information on all countries and showing progress since the previous edition of this survey in 1951.

ARID ZONE RESEARCH

UNESCO continues to give major attention to stimulating the better use of the arid regions of the world for improved living conditions. This research program is particularly important, since arid zones occupy almost one-third of the earth's land surface. The research

work has been guided by an International Advisory Committee which held its ninth session in Arizona and New Mexico in the spring of 1955, in conjunction with an International Arid Lands Conference convened under the auspices of the American Association for the Advancement of Science. Particular attention has been given to the expansion of basic knowledge concerning the manner in which certain plants absorb and store moisture and dew, the biology of animal adaptation to the desert, and the measurement of solar energy.

UNIVERSAL COPYRIGHT CONVENTION

The Universal Copyright Convention, an international agreement negotiated through the leadership of UNESCO, came into force September 16, 1955. The United States deposited its instrument of ratification with UNESCO in Paris on December 6, 1954. Forty countries have signed the convention, and 17 countries have deposited their instruments of ratification. The coming into force of this convention culminates a long effort to regularize and improve the protection abroad of American literary, scientific, and artistic works and will enable the United States to assume a position of full participation and leadership in international relations in this important field. A meeting of the Interim Copyright Committee was held in Paris in October 1955 in preparation for the first meeting of the Intergovernmental Copyright Committee to be established under the Universal Copyright Convention.

FIFTH NATIONAL CONFERENCE

In November 1955 the U.S. National Commission for UNESCO, as required by law, held its Fifth National Conference. This conference, which convened in Cincinnati, Ohio, reviewed the first 9 years of UNESCO activities. More than 1,000 delegates representing voluntary organizations from all parts of the country attended at their own expense. Twenty-four foreign countries sent observers to the conference.

Secretary of State Dulles in a message to the conference observed that "it is in the interest of the Government and the people of the United States to have contacts and interchange of views with others in relation to educational, scientific, and cultural matters." The Secretary noted further that "important national service" is being rendered by the U.S. National Commission "to secure the understanding and support of the American people for the vital work to which this organization is dedicated."

HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS

The focal point of U.N. interest in the human rights field during 1955 was the controversial question of self-determination, a principle that a substantial number of member states wish to see recognized as a "right" having not only political but also economic aspects. At the 10th session of the General Assembly, the major part of the discussion in Committee III (Social) was devoted to this question, which had also engaged the attention of the Commission on Human Rights and the Economic and Social Council earlier in the year. Because of its preoccupation with this question, Committee III made little progress in its article-by-article consideration of the two Draft Covenants on Human Rights, article 1 of which concerns self-determination. However, with the Assembly's approval of an advisory services program in the human rights field, progress was made on the human rights action program, proposed by the United States as an approach to the promotion of human rights offering more hope of accomplishment than the two Draft Covenants, which the United States has repeatedly stated it does not intend to sign.

Other U.N. activities in the human rights field, as in previous years, concerned freedom of information, the status of women, the prevention of discrimination and the protection of minorities, and slavery where it still exists. The *Ad Hoc* Commission on Prisoners of War, which is concerned with World War II prisoners still unrepatriated or otherwise unaccounted for, decided not to meet in 1955. However, it submitted an interim report to the Secretary-General, noting "with satisfaction" that during 1955 "further progress has been made in the repatriation of prisoners of war and detained civilians, as well as in the clarification of the fate of hitherto missing persons, largely through negotiations conducted directly between the governments concerned or indirectly through the cooperative efforts of Red Cross Societies."

Human Rights Advisory Services

The 11th session of the Commission on Human Rights, which was held in Geneva from April 5 to 29, 1955, took affirmative action on all three phases of the U.S. human rights action program—for a new system of reports, studies, and advisory services—initiated by the U.S. representative on the Commission, Mrs. Oswald B. Lord, in 1953. In adopting a work program for future sessions, the Commission included two new items: (1) consideration of general developments and progress achieved in the field of human rights and measures

taken to safeguard human liberty on a worldwide basis, taking into account reports from member states, and (2) the undertaking of studies of specific rights or groups of rights. The Commission approved the third aspect of the proposed U.S. action program by adopting a resolution for advisory services in the field of human rights, which was subsequently approved by the Economic and Social Council and by the General Assembly.

The adoption of this resolution by the General Assembly on December 14, 1955, gives considerable impetus to the development of the human rights activities of the United Nations. Under this program, assistance may be provided by the United Nations in any subject in the field of human rights, including freedom of information, the rights of women, and the eradication of discrimination and the protection of minorities. Any project undertaken must be one, however, for which adequate advisory assistance is not available through a specialized agency and which does not fall within the scope of existing technical assistance programs.

Mrs. Oswald B. Lord, as U.S. representative on the 10th General Assembly's Committee III (Social), pointed out during the consideration of this resolution: "This program, which extends the methods of technical assistance into the realm of human rights, was originally proposed by the United States Government because of the conviction of President Eisenhower that there was a need for renewed efforts to develop a human rights conscience in all areas of the world." Mrs. Lord further pointed out that the program "offers an opportunity for Governments which are earnestly striving to promote human dignity and liberty for their people to receive assistance through the United Nations." The resolution was adopted in plenary by a vote of 51 to 0, with 5 abstentions.

The advisory services program in this field will be initiated in 1956 with a modest budget of \$50,000. It will provide at the request of governments, advisory services of experts, fellowships and scholarships, and seminars. The program will be administered with due regard to the greater needs of underdeveloped areas and in conformity with the principle that each requesting government will assume responsibility, so far as possible, for all or a considerable part of the expenses connected with the assistance furnished to it. The resolution expresses the hope that international and national non-governmental organizations, universities, philanthropic foundations, and other private groups will supplement this U.N. program with similar programs designed to further research and studies, the exchange of information, and assistance in the field of human rights.

Draft Covenants on Human Rights

The Assembly's Committee III continued in 1955 its consideration of the two Draft Covenants on Human Rights initially prepared by the Commission on Human Rights. The committee started an article-by-article discussion but had time to consider only the preamble and article 1, which are the same in both Draft Covenants, and article 2 of the Draft Covenant on Economic, Social, and Cultural Rights. The preamble drafted by the Commission on Human Rights was approved by the committee with a minor change. Article 1 on self-determination was revised as discussed below. The committee decided to postpone a vote on article 2 (implementation) of the Draft Covenant on Economic, Social, and Cultural Rights until it had first discussed and adopted substantive articles in part III of this Draft Covenant. The committee decided to continue its consideration of the two Draft Covenants at its 1956 session.

Self-Determination

The controversial question of self-determination continued during 1955 to receive the attention of various U.N. bodies and, after prolonged and inconclusive debate at the 10th General Assembly, was postponed for further consideration by the next Assembly in 1956.

The General Assembly at its ninth session (1954) requested the Commission on Human Rights to complete its recommendations concerning international respect for the right of peoples and nations to self-determination and further requested the Economic and Social Council to transmit these recommendations to the General Assembly for its 10th session.

The Commission on Human Rights in April 1955 reaffirmed, over the opposition of Australia, France, Norway, Turkey, the United Kingdom, and the United States, the original proposals that it had adopted the previous year by a vote of 11 to 6. These proposals provided, in the field of economic self-determination, for the establishment of a commission to conduct a full survey of what it termed "this basic constituent" of the right of self-determination, i. e., "permanent sovereignty of peoples and nations over their natural wealth and resources, with recommendations, where necessary, for its strengthening." In the field of political self-determination, the proposals provided that the General Assembly should establish a "good offices" commission which, upon the initiative of any 10 members of the United Nations, would be empowered to make its good offices available in any situation arising from the alleged denial of the right of self-determination within the scope of article 14 of the Charter.

In view of the complex and far-reaching issues involved in this problem, the United States suggested informally that the Commission should establish a committee to study the essential attributes of all aspects of the principle of self-determination. This initiative was welcomed by a number of states. The United Kingdom and France, while maintaining their position that the Commission on Human Rights had no competence to consider the question of self-determination, did not openly oppose the U.S. proposal for such a study program. In the absence of widespread support, however, the U.S. representative, Mrs. Oswald B. Lord, did not press the suggestion.

The Economic and Social Council considered the report of the Human Rights Commission in July 1955. It decided to transmit to the General Assembly not only the two draft resolutions on self-determination originally adopted by the Commission on Human Rights but also a third proposal, initiated by the United States, calling for the establishment of an *ad hoc* commission to make a thorough study of the concept of self-determination. The terms of reference of this commission were to include examination of (1) the concept of peoples and nations, (2) the essential attributes and applicability of the principle of equal rights and self-determination, including the rights and duties of states under international law, (3) the relationship between the principle of self-determination and other Charter principles, and (4) the economic, social, and cultural conditions under which the application of the principle is facilitated. The U.S. proposal was approved by a vote of 7 to 6, with 5 abstentions. There was vigorous opposition by India, Pakistan, Yugoslavia, and Egypt, while the Latin American countries, together with China, adopted an attitude of neutrality.

Self-determination was on the 10th Assembly's agenda under two separate items: (1) article 1 of the Draft Covenants on Human Rights, which is the same in both and (2) the report of the Economic and Social Council referred to above. Instead of engaging in a major debate on the resolutions transmitted by the Council, which were listed as item 3 on its agenda, Committee III spent 2 months debating item 1 of its agenda, namely, the two Draft Covenants on Human Rights. The greater part of this time was spent on article 1 which dealt with self-determination. This article provided (1) that all peoples and nations shall have the right of self-determination, which consists of the right freely to determine their political, economic, social, and cultural status; (2) that all states, including those having responsibility for the administration of non-self-governing and trust territories and those controlling in whatsoever manner the exercise of the right of self-determination by another people, shall promote its realization in all their territories and should respect the maintenance of it in other states in conformity with the Charter; and (3) that the right of peoples

to self-determination shall also include "permanent sovereignty over their natural wealth and resources" and that in no case shall a people be deprived of its own means of subsistence on the grounds of any rights that might be claimed by other states.

Paragraph 3 of article 1 caused particular concern to the U.S. delegation and to representatives of American business, who considered that its language might tend to undermine the confidence of the private investor in the security of private investments in underdeveloped countries and thus discourage capital from moving into those areas where it is most needed. The text finally adopted by Committee III, after consideration in a working party of nine, was less extreme than the original. As finally approved by a vote of 33 to 12 (U.S.), with 13 abstentions, the paragraph read as follows:

The peoples may, for their own ends, freely dispose of their natural wealth and resources without prejudice to any obligations arising out of international economic cooperation, based upon the principle of mutual benefit, and international law. In no case may a people be deprived of its own means of subsistence.

The U.S. delegation voted against this text in view of the fact that it is still subject to misinterpretation and possible abuse. The language adopted does not make it sufficiently clear that the paragraph is not intended to impair legal rights of individuals or authorize expropriation without adequate, prompt, and effective compensation.

Upon the conclusion of the discussion of the question of self-determination as it appeared under item 1 of the agenda—the two Draft Covenants on Human Rights—the Assembly decided unanimously to postpone consideration until the 11th General Assembly, in 1956, of the other item on self-determination, i. e., the two draft resolutions adopted by the Commission on Human Rights and transmitted by the Economic and Social Council to the General Assembly, as well as the Council's proposal initiated by the United States, for the establishment of an *ad hoc* study commission.

Freedom of Information

Reports and studies prepared by the Secretary-General on freedom of information were considered by the United Nations Economic and Social Council at its 19th session in May 1955. As a followup of the report submitted by the Secretary-General on current principles and practices involved in the censorship of outgoing news dispatches, the Council adopted a resolution cosponsored by the United States urging all states to cease the practice of censoring outgoing news dispatches during peacetime in order to provide a free flow of information throughout the world. The Council in the same

resolution urged all states to facilitate the unrestricted transmission of news by telecommunication services as recommended at the Buenos Aires Plenipotentiary Conference of the International Telecommunication Union.

One of the reports submitted by the Secretary-General was in response to a request by the Economic and Social Council at its 17th session to set forth a concrete program of action to promote among news personnel everywhere a wider knowledge of the work of the United Nations, of foreign countries, and of international affairs, with a view to promoting friendly relations among nations based on the purposes and principles of the U.N. Charter. This report was prepared in conjunction with the specialized agencies concerned, particularly the United Nations Educational, Scientific and Cultural Organization and the International Telecommunication Union. Possible U.N. action in this field was considered in the report with respect to fellowships, seminars, expert aid, visits by information personnel abroad, and the role of schools of journalism. The Council adopted a resolution, cosponsored by the United States, to ask the Secretary-General to take steps, in close collaboration with the Director General of UNESCO, to put into operation a program to promote freedom of information by providing such services as experts, fellowships, and seminars to governments requesting such assistance. This program for the promotion of freedom of information was later integrated by the 10th General Assembly into the advisory services program in the field of human rights originally proposed by the United States and, as noted above, adopted by the Assembly on December 14, 1955.

The Economic and Social Council at its May 1955 session considered the Draft Convention on Freedom of Information at the request of the 1954 session of the General Assembly. The Council observed that many divergent views have been expressed by governments concerning this draft convention and that repeated discussions of the draft in various U.N. bodies have failed to produce agreement on a formula that would describe permissible limitations on freedom of information. The Council concluded that in the absence of a wide measure of agreement on the basic problems involved, an international convention on this subject would be unlikely to prove an effective instrument. Accordingly, the Council resolution adopted on this subject expressed the view that further action at this stage on the drafting of a convention on freedom of information would be unprofitable and recommended to the General Assembly that it not consider the draft convention until its 1957 session in the hope that conditions will be more favorable at that time.

Status of Women

The Commission on the Status of Women, which met in New York from March 12 to April 1, 1955, noted the rapid progress being made in the extension of equal suffrage and equal opportunities to women throughout the world. In urging further advance, the Commission emphasized the success of U.N. technical assistance programs in improving the status of women. During the preceding year, the first request for U.N. technical assistance in this field had been received from Pakistan, and expert aid had been provided from the U.N. Secretariat. The U.S. representative on the Commission, Mrs. Lorena B. Hahn, joined in expressing appreciation of the results of this project, which she had herself observed while traveling in Pakistan a few months earlier. Two of the resolutions adopted by the Commission, on equal pay for women and expansion of educational opportunities, recommended further use of technical assistance, and plans were made to provide materials regarding the status of women that could be used by experts in other technical assistance fields.

The valuable work being done by nongovernmental organizations in consultative status with the Economic and Social Council was also recognized by the Commission. It noted the important role played by such organizations in establishing a climate of opinion favorable to the extension of political rights to women, and invited the Secretary-General to obtain an account of their methods, techniques, and activities in this field, particularly in areas where women do not yet have or have only recently been granted the right to vote. A similar account of the work of nongovernmental organizations in advancing the principle of equal pay was before the Commission as the result of a request the preceding year, and proved valuable not only in demonstrating worldwide interest in sound labor standards but also in defining the practical problems involved. A number of women's organizations in the United States had contributed to this report through international federations with which they were affiliated.

The Commission adopted substantive articles for a proposed Convention on the Nationality of Married Women and recommended the completion of such a convention by the General Assembly. The United States opposed this proposal, as it had in previous sessions, on the ground that the subject of nationality should be considered as a whole, preferably in the International Law Commission which already had the subject on its agenda. The United States also objected to the proposed text because it did not provide full equality. The draft text recommended by the Commission on the Status of Women was

later considered by the Economic and Social Council and the 10th General Assembly. Committee III of the General Assembly approved the proposed substantive articles, but the formal clauses necessary to open the convention for signature were not completed, and the item was held over for further action at the 1956 General Assembly.

The Commission devoted a major part of its 1955 session to discussion of ways to expand economic and employment opportunities for women. It considered two studies prepared by the International Labor Organization, one on the situation of older women workers and another on women's work in handicraft and cottage industries. The ILO study on older workers described some of the efforts of communities in the United States to retrain older women for jobs. In order to estimate the need for recommendations, the Commission asked the Secretary-General to examine the desirability of surveying publications already available on the occupational outlook for women in the fields of health and social welfare, and also in the professions recently opened to women, such as engineering and architecture. The U.S. representative used publications of the Women's Bureau in the U.S. Department of Labor to illustrate the possible value of such a survey.

In the field of education, the Commission reviewed the second of a series of United Nations Educational, Scientific and Cultural Organization reports on the access of women to education, dealing with opportunities for girls in secondary schools. This showed that, with the exception of the United States and Canada, fewer girls than boys graduate from high school. While the reasons for this differential vary between areas, the report showed the need in almost all countries for more schools and more trained teachers.

The Commission also adopted resolutions in the field of private law on the basis of studies made the previous year. The United States opposed proposals regarding equality of parental rights and duties and the right of a married woman to an independent legal domicile, on the ground that in the United States, as elsewhere, laws and customs regarding family relationships are usually within the jurisdiction of local governments or other authorities and are therefore not appropriate subjects for detailed recommendations by international bodies. The United States supported a third recommendation in this field, for publication of material received from U.N. members on the legal status of women in the family, since an exchange of information by this means can be useful to governments considering changes in domestic legislation.

Discrimination and Minorities

The Subcommittee on the Prevention of Discrimination and Protection of Minorities met for its seventh session from January 4 to 28, 1955, in New York. The members of this Subcommittee are elected by the Human Rights Commission and serve in their individual capacities as experts. Justice Philip Halpern of Buffalo, New York, was the U.S. expert at this session.

The Subcommittee considered a progress report on a study of discrimination in education, presented by the special rapporteur appointed by the Subcommittee the previous year, Charles D. Ammoun of Lebanon, and it agreed that this work should be continued. Consideration of discrimination in employment was postponed because a study undertaken by the International Labor Organization was not yet ready. The Subcommittee discussed plans for the further study of discrimination on the basis of preliminary reports on discrimination in political rights, in religion, and in emigration, immigration, and travel. No decision was reached on the selection of one of these subjects for study because the resources available in the United Nations proved inadequate to begin work on another subject in the current year. A majority of the members of the Subcommittee objected to the decision of the Economic and Social Council in 1954 that the third topic should be limited to "emigration and the right to return to one's country" and requested that this decision be reviewed.

In later sessions, the Commission on Human Rights and the Economic and Social Council expressed regret that necessary steps had not been taken to make a further study of discrimination possible in 1955. The Economic and Social Council requested the Secretary-General, in view of the importance of the work of the Subcommittee and its needs, to make adequate provision for at least one additional study by the Subcommittee in 1956 and another, if possible, in 1957. The Economic and Social Council also reaffirmed its previous decision that the third topic for possible study should not include immigration and travel.

In its meeting, the Subcommittee considered the problems of minorities, and decided to defer further work in this field pending a definite directive from the Commission on Human Rights. The Subcommittee was influenced in this decision by a memorandum from the Secretary-General pointing out that previous studies prepared by the Secretariat on measures for the protection of racial, national, religious, or linguistic minorities had not resulted in effective recommendations, and that he had therefore not felt it wise to assemble

additional material on minorities as requested by the 1954 session of the Subcommission.

Slavery

A summary report on the extent to which slavery and practices resembling slavery may exist in the world today was presented to the Economic and Social Council in March 1955 by Hans Engen of Norway, who had been appointed as special rapporteur for this purpose. The report indicated that slavery and similar practices still existed in certain parts of the world. The Council also had before it a proposal by the United Kingdom for a new convention to supplement the Slavery Convention of 1926, together with comments by various governments on a draft text submitted by the United Kingdom. The Council appointed a committee consisting of representatives of Australia, Ecuador, Egypt, France, India, the Netherlands, Turkey, the U.S.S.R., the United Kingdom, and Yugoslavia for the purpose of preparing a draft supplementary convention on slavery for submission to the Council in the spring of 1956.

GENERAL REVIEW OF U.N. PROGRAMS AND ACTIVITIES IN THE ECONOMIC AND SOCIAL FIELDS

At the 20th session of the Economic and Social Council, the major feature of the reorganization plan adopted at the 18th session was put into effect, i. e., the agenda of the session was confined mainly to "the consideration of the world economic situation . . . , the world social situation and a general review of the development and coordination of the economic, social and human rights programs and activities of the United Nations and the specialized agencies as a whole." Each general debate covered many subitems and curtailed the necessity for a general debate in committee on various subitems.

The Directors-General of the specialized agencies participated in these general debates, which enabled the specialized agencies to take a more direct and active part in the discussion of the substantive items. This procedure did away with the previous tendency to have repetitive, time-consuming, and unrelated speeches by the specialized agencies and the members of the Council.

The new procedure was notably successful in raising the level of the discussions. It also focused attention on the interrelationships

and the problems of program coordination for the U.N. system as a whole in the economic, social, and related fields, rather than on the activities of the individual organs and agencies. It was generally agreed by all participants that this important and essential part of the reorganization proved successful.

Under U.S. leadership, the Council recognized that progress had been made in the field of coordination and therefore stressed the importance of early and close consultation among the United Nations and the specialized agencies in the advance planning of programs of interest to more than one of these organizations. It further requested the Secretary-General to prepare a report with particular reference to methods being used or that could be used and to any consultations held relating to the advance planning of programs and projects.

At the same time it was recognized that coordination at the national level in relation to international organizations operating in the economic and social fields is of paramount importance to the coordination of the efforts of the organizations concerned. Therefore, the Council called upon members to insure on the national level a coordinated policy in the United Nations and in the different specialized agencies. It was generally agreed, however, that overlap among the programs of the United Nations and the specialized agencies is practically nonexistent.

Having in mind that the resources of the United Nations are limited, the Council emphasized a point previously made by the Secretary-General, i. e., that its subsidiary bodies and the specialized agencies ought to keep constantly before them the idea that certain activities might better be undertaken by such bodies as universities, national, private or public institutions, or nongovernmental organizations. In a further effort to utilize the limited resources of the United Nations and the specialized agencies in the most effective way, it was suggested that the appropriate bodies of these agencies should review from time to time their publications and studies and the uses made of them in order to determine the extent to which they are of specific and continuing value.

In an attempt to bring about better preparation and more adequate representation at meetings, the view was expressed that efforts should be made by the United Nations and the specialized agencies to reduce further the number, the frequency, and if possible, the length of conferences and meetings.

Dependent Territories

There were a number of significant developments in 1955 indicative of that progressive development of colonial territories from colonial to self-governing or independent status that the United States has consistently advocated. Six of the new members admitted to the United Nations in December 1955 have achieved full independence since the U.N. Charter was signed, bringing to 14 the number of member states in this category—Burma, Cambodia, Ceylon, India, Indonesia, Israel, Jordan, Laos, Lebanon, Libya, Nepal, Pakistan, the Philippines, and Syria. One of these new members—Libya—had been established as an independent state through U.N. action.

With the General Assembly's acceptance at its 10th session of the Netherlands' decision to cease the transmission of information on the Netherlands Antilles and Surinam, there are now four formerly non-self-governing territories—Puerto Rico, Greenland, and the two former Netherlands colonies—that are recognized by the Assembly to have achieved self-government, though on widely differing constitutional bases. The 10th Assembly also made the necessary arrangements for holding a plebiscite under U.N. supervision in British Togoland in the spring of 1956 to determine the wishes of the inhabitants of this trust territory with respect to their future political status—the first such plebiscite to be held under the trusteeship system.

Outside the United Nations, Asian and African countries, many of them newly independent, met together for the first time at the Bandung conference in April 1955 to consider matters of mutual concern. This conference placed heavy emphasis, which was later reflected in the United Nations, on the problems of dependent peoples and on the need to accelerate their progress toward assumption of responsibility for their own affairs.

The U.S. approach to these problems continued to be based on the idea, as stated by Secretary Dulles, "that the orderly transition from colonial to self-governing status should be carried resolutely to a completion." The United States has therefore sought in the United Nations to encourage continuing progress toward this goal and its achievement as rapidly as the situation in each non-self-governing

territory permits. This objective is in keeping with the belief, stated by President Eisenhower at San Francisco on June 20, 1955, "that on every nation in possession of foreign territories, there rests the responsibility to assist the peoples of those areas in the progressive development of free political institutions so that ultimately they can validly choose for themselves their permanent political status."

At the same time, the U.S. position has reflected the realization that the transition to self-governing or independent status cannot be "orderly" if the essential political, economic, and social foundations for such a status are lacking. The United States has therefore opposed proposals that tend to disregard capacity in seeking self-government for non-self-governing peoples, since premature action could lead to a new and worse dependence. The Congress, in its concurrent resolution of July 18, 1955, endorsing U.S. support of "other peoples in their efforts to achieve self-determination or independence," made specific reference to achievement of this end "under circumstances which will enable them to assume and maintain an equal status among the free nations of the world."

Problems reflecting the aspirations of non-self-governing peoples to self-government and to economic and social advancement continued to have a prominent place in the United Nations during 1955. They were considered not only in the Trusteeship Council and in the General Assembly's Committee IV, established for this purpose, but elsewhere as well. The question of self-determination, for example, was the principal topic discussed at the 10th General Assembly by Committee III which is concerned with the social field, and had earlier in the year been considered by the Economic and Social Council and its Commission on Human Rights. Calling for the reconciliation of conflicting interests and involving highly complicated issues, problems such as this concerning dependent peoples occasion long debate and sharp reactions.

In addition to dealing with questions of a special nature, including the difficult one regarding the international status of South-West Africa, the 10th General Assembly conducted its annual review of developments in non-self-governing territories other than trust territories. This review was based on the information submitted by Australia, Belgium, France, the Netherlands, New Zealand, the United Kingdom, and the United States in accordance with chapter XI of the Charter. These governments now submit information annually on 58 non-self-governing territories, with a total population of somewhat more than 100 million people. In this connection the Assembly voted to continue its Committee on Information from Non-Self-Governing Territories for another 3 years. The United States maintained in 1955 its active interest in U.N. pursuits in this field

which arises from its abiding interest in the welfare and advancement of dependent peoples throughout the world and its particular responsibilities for the administration of five territories—Alaska, Hawaii, Guam, American Samoa, and the Virgin Islands of the United States.

The 10th General Assembly also conducted its annual review of the trusteeship system and the work of the Trusteeship Council as defined in chapters XII and XIII of the Charter. There are 11 trust territories—7 in Africa and 4 in the Pacific area—with a total population of more than 18 million people. The United States administers one of these territories—the Trust Territory of the Pacific Islands. A principal concern of both the Council and the Assembly in 1955 was Somaliland, under Italian administration, which is scheduled to achieve independence in 1960. With its admission to the United Nations in December 1955, Italy, as an administering power, became a full member of the Council, to which an additional nonadministering member was then elected to maintain the balance between administering and nonadministering members as provided in the Charter.

U.S. interest in the problem of dependent territories was further shown during 1955 by its active participation as a member of the Caribbean Commission and of the South Pacific Commission. These two regional organizations, which are concerned in an advisory and consultative capacity with the economic and social development of nonindependent territories within their respective geographic areas, are outside the structure of the U.N. system. Their objectives, however, are in accordance with U.N. aims, and their work is of mutual interest.

TRUSTEESHIP SYSTEM

The Trusteeship Council met in two regular sessions in 1955, the 15th from January 25 to March 28 and the 16th from June 8 to July 22, and held its fifth special session in November.

At its 15th session, the Council reviewed conditions in six of the African trust territories and decided to dispatch two visiting missions to West Africa, one to visit the two Cameroons and one to the two Togolands. During its 16th session, the Council approved nominations for membership on the two visiting missions, including one U.S. member on each, Robert R. Robbins on the Togoland mission and Edward W. Mulcahy on the Cameroons mission. It also examined developments in the four Pacific trust territories and in Italian Somaliland. In the course of these two sessions, the Council considered the annual reports of the administering authorities, dealt

with 399 written petitions, and heard oral representations by representatives of five organizations from three territories. The Council also had before it, as a supplementary source of information, the report of its visiting mission to the three trust territories in East Africa. Mason Sears, U.S. representative on the Trusteeship Council, was elected president at the beginning of the 16th session. At its special session in November, the Council examined the special report of the visiting mission to the two Togolands on the future status of Togoland under United Kingdom administration and transmitted this report to the 10th session of the General Assembly. It also established the terms of reference for the visiting mission to the Pacific trust territories in 1956.

The 10th General Assembly adopted four resolutions on Trusteeship Council matters, two of them procedural in nature, and heard 15 oral petitions dealing with problems in four territories, all African. The Assembly also elected three nonadministering members to the Trusteeship Council. When Italy was admitted to U.N. membership in December 1955, it automatically became a member of the Trusteeship Council as administering authority for Somaliland. The Assembly therefore elected an additional nonadministering state—Burma—to balance the Italian membership, after having elected Guatemala and reelected Syria, the latter succeeding itself, to replace members whose terms had expired. The Council now consists of 14 instead of 12 members, 7 administering and 7 nonadministering.

Trust Territory of the Pacific Islands

The 61,000 inhabitants of the Trust Territory of the Pacific Islands live on some 96 atolls and separate islands scattered over 3 million square miles of the Pacific Ocean. These islands compose three major groups, the Mariana Islands, the Caroline Islands, and the Marshall Islands, the latter being the east end of the territory but still over 1,000 miles west of Hawaii. As a result of World War I, the Germans gave up the administration of the islands to the Japanese as a mandate under the League of Nations. U.S. military forces occupied the territory during World War II, and on July 18, 1947, the area became a strategic trust territory under U.S. administration by agreement with the Security Council of the United Nations. The territory is administered by the Department of the Interior with the exception of the Saipan District, which is administered by the Department of the Navy.

At its summer session, the 16th, the Trusteeship Council examined the 1954 annual report on the Trust Territory of the Pacific Islands. Delmas Nucker, Acting High Commissioner of the Trust Territory, served as the special representative before the Council and Elias Sablan, member of the Saipan Congress, Mariana Islands, and former Mayor of Saipan, was also a member of the U.S. delegation. Mr. Nucker, in an opening statement to the Council, reviewed the most significant developments in the territory and then replied fully to numerous questions on political, economic, social, and educational advancement there.

In the first of its several conclusions and recommendations on the territory, the Council expressed satisfaction with the progress achieved in all fields and noted that the administering authority is promoting the advancement of the indigenous people in full accordance with their wishes. It approved especially the progress made in appointing indigenous personnel to more responsible posts in the administration. The Council endorsed the policy of guiding the Micronesians toward self-government in an evolutionary manner, although it urged the introduction of progressively greater uniformity into the methods of representation on the various district councils.

New Guinea

Australia administers the Trust Territory of New Guinea which, in addition to the northeastern part of the island of New Guinea, includes about 600 other islands and has a total land area of 93,000 square miles. The rugged mountains, dense tropical vegetation, and a population of over a million, speaking many different languages, have added to the difficulties Australia has had in making contact with the remote parts of the territory.

At its 16th session, the Trusteeship Council recommended, *inter alia*, that the administering authority encourage the more advanced elements of the indigenous population to take an interest in the proceedings of the Legislative Council and attend its sessions, and that an effort be made to develop a sense of responsibility among them. Considerable improvement in the economic field generally was noted by the Council as reflected in the growth of the cooperative movement, development of the timber industry, increased agricultural production, and an appreciable increase in the internal revenue of the territory. In the field of public health, the Council noted with satisfaction the progress made during the year under review, particularly the establishment of new hospitals, medical aid posts and clinics, and the increase in the medical staff.

Nauru

A tiny isolated island near the Equator with a population of 3,676 constitutes the Trust Territory of Nauru, administered by Australia on behalf of the United Kingdom, New Zealand, and itself. The only basis of the island's economy is the rich phosphate deposits which, however, are expected to be exhausted in about 60 years at the present rate of extraction. The Trusteeship Council is therefore concerned with the long-range problems of the eventual resettlement of the Nauruans; and after completing at its summer session its examination of conditions in the territory, the Council suggested that further consideration be given to the possibility of rehabilitating the worked-out land. In other resolutions the Council expressed hope that the administering authority would continue to try to provide for increasing participation by the Nauruans in the management of public affairs as they acquire the necessary training, emphasized the need for insuring that the Nauruans receive the maximum benefits from the island's resources, and noted with satisfaction the increase in the basic minimum wage of the indigenous personnel employed by the administration and by the British Phosphate Commissioners.

Western Samoa

New Zealand administers the Trust Territory of Western Samoa which consists of the two largest islands of the Samoan group, Upolu and Savaii, and several smaller islands and islets lying to the west of American Samoa. In 1954 there were an estimated 94,128 inhabitants on these rugged, mountainous islands.

As a result of a suggestion of the Prime Minister of New Zealand, a constitutional convention was held in Western Samoa. Sitting for over a month, the 170-member convention made a series of recommendations which are being considered by the administering authority. In commenting on these developments, the Trusteeship Council at its 16th session commended the administering authority for its policy of encouraging the trust territory to work out an enduring system of self-government, but agreed with the administering authority that due attention should be paid to the wishes of the population and that no undue pressure should be used to impose a change. As a method of increasing agricultural production, the Council suggested that consideration be given to the provision of additional incentives to the Samoan farmers, such as the granting of bonuses, as well as to encouragement of the use of modern agricultural tools and methods, and to undertaking an effective agricultural education campaign.

In the education field, the Council recommended that compulsory education be progressively introduced in the territory and that secondary educational facilities be expanded.

Somaliland

The Trust Territory of Somaliland, located on the northeast coast of Africa, comprises an area of approximately 194,000 square miles and contains within its boundaries a population of 1,263,584 indigenous persons, approximately 5,000 Europeans, 30,000 Arabs, and 1,000 Indians and Pakistanis. This trust territory, scheduled to gain its independence in 1960, is administered by Italy. Until December 1955—because it was not a member of the United Nations—Italy participated without vote in the deliberations of the Trusteeship Council relating specifically to Somaliland and general questions relating to the operation of the International Trusteeship System. However, with its admission to the United Nations on December 14, Italy assumed its full rights as a member of the Trusteeship Council, including the right to vote.

In supervising the administration of Somaliland, the Council paid particular attention during 1955 to the economic development of the territory and to progressive improvement in the standard of living of the indigenous inhabitants. Resolutions were adopted requesting that details of economic development plans for the territory be spelled out more fully in future reports and taking note of the economic and technical assistance extended to the territory by the administering authority, the United States, and Egypt. The Council further recommended that (1) increased efforts be made to obtain the advice of experts on agriculture, animal husbandry, crafts, and industry; (2) increased revenues be obtained by taxation; and (3) efforts be made to expand the territory's external trade with its traditional markets, to find new markets for the territory's products, and to organize the incense trade by the establishment of cooperatives.

During the discussions in the Council, the U.S. representative expressed this Government's hope that an economic survey mission of the International Bank for Reconstruction and Development could soon be sent to the territory to prepare a report on its actual status and to formulate concrete recommendations for its further economic development—especially after 1960. A resolution of the Council incorporating this approach expressed the hope that the Bank would reconsider its previous decision against dispatching such a mission. The Bank has since agreed to this request and will probably send a mission in the near future.

With respect to the territory's political advancement, the Council took note of and commended the administering authority on the development of political institutions within the territory—and particularly, the measures being taken in transferring political powers and responsibilities to Somalis as quickly as possible. It further praised the development of councils on a territorial, district, and municipal level. The administering authority's intention to confer full deliberative powers on the legislative assembly and to exercise the right of veto only in exceptional circumstances was noted with satisfaction. Resolutions were also adopted by the Council urging the administering authority—through the United Nations and its specialized agencies—to continue to raise the standard of living of the inhabitants and to introduce more effective techniques among the seminomadic and nomadic inhabitants. It was further urged that women be encouraged to play a more active role in the political, social, and educational life of the territory.

During the 10th General Assembly the representatives of Italy and Ethiopia indicated that earlier obstacles to the bilateral negotiations for the settlement of the boundary dispute between the Trust Territory of Somaliland and Ethiopia, as recommended by previous General Assembly and Trusteeship Council resolutions, had been removed. While several members of the General Assembly felt that a procedure of U.N. mediation should be instituted because of the delay in negotiations, the majority of delegations, including the United States, favored continued bilateral discussions as capable of producing more effective results. The United States cosponsored with Colombia, Mexico, and Yugoslavia a resolution recommending that negotiations be expedited between the two Governments to settle the frontier question as soon as possible. This resolution was adopted by a vote of 45 to 1, with 13 abstentions.

Ruanda-Urundi

The Trust Territory of Ruanda-Urundi is the most densely populated territory in Africa, consisting of 20,919 square miles, with a population of about 4 million. The Trusteeship Council at its 15th session early in 1955 once again took up the problems encountered by the Belgian administration in furthering the development of this territory. The most important and long-standing of these problems is the attempt of the administering authority to raise the economic level and the standard of living of the indigenous farm population. This problem is made more serious by the continued existence in the territory of approximately 1 million head of cattle, which are venerated

as a symbol of wealth and power and which, together with the human population, are obliged to secure an existence from the overgrazed pasturelands that should properly be used for cultivation. The Trusteeship Council commended the administering authority, as well as the local authorities, for approving measures to abolish the so-called Ubuhake cattle contracts. These measures have the support of the territory's two "African kings," as well as of the younger generation, who are well aware of the undue importance attributed to the ownership of cattle and of the fact that their number must be reduced if any real progress is to be made.

In the political field, the Trusteeship Council adopted a resolution recommending that the administering authority undertake, at an early date, studies leading to the establishment for the inhabitants of Ruanda-Urundi of a common citizenship and common rights deriving from its status as a trust territory. The Council also expressed the hope that steps would be taken as soon as practicable to increase the African membership of the high councils of Ruanda and Urundi, respectively, and to develop further the functions of these councils, especially in view of the 1954 visiting mission's recommendations that the councils should have the power to discuss draft legislation. It further recommended that educational measures be undertaken to enable the inhabitants to attain responsible posts so that in a few years there would be created a strong nucleus of Africans with professional experience in such fields as medicine, law, engineering, and administration. The Council noted with satisfaction the introduction of the electoral principle into the functioning of local councils and the increase in the power of native authorities.

In the educational, social, and economic fields, the Trusteeship Council in 1955 again recommended increased educational facilities, especially in the fields of secondary education and education for girls; the removal of restrictions on the personal liberties of the inhabitants, including the curfew, transport and passport restrictions, and corporal punishment; an increase in the production of cash crops; and the increased participation of indigenous inhabitants in commerce.

Tanganyika

Tanganyika, the largest of the trust territories, is located in East Africa and consists of a total area of 362,688 square miles. As of 1953 the total estimated population was nearly 8 million Africans, 20,000 Europeans, and 84,000 non-Africans (mainly Asians).

After examining reports prepared by the administering authority and the third visiting mission to East Africa on the complicated prob-

lems faced by the United Kingdom in administering this trust territory, the Trusteeship Council adopted a report at its 15th session, supported by the United States, which encouraged the administering authority generally in its overall policies of leading the inhabitants to progressive self-government. In addition, this report made several recommendations designed to quicken the pace of the development of the African inhabitants toward self-government or independence.

In its report, the Council expressed the hope that (1) the administering authority would continue to keep it fully informed of the progress made in the activities of the Legislative Council, which is composed of government officials and nonofficial members from the African, European, and Asian races; (2) a rapid and progressive increase in African nonofficial representation in the Legislative Council would be encouraged; and (3) the administering authority would intensify its efforts to gain the consent of the population to the constitutional changes provided for in the present local government law, thus quickening the pace of development in this field. It was further urged that the administering authority introduce as soon as possible a system of elections based on a common roll, with appropriate voting qualifications, for central and local government bodies and that an African be appointed to the East African Industrial Council. Efforts of the administration to increase the role of Africans in the economic development of the territory were commended—including the development of the cooperative movement, wherein trained African officials are taking increasing responsibility in the management of the cooperative societies. Progress in promoting the development of trade unions was also commended, as well as the administration's program to construct urban houses and to develop an adequate health program within the territory. The administration was urged to establish progressively interracial schools and to unify the educational system, while increasing African enrollments in middle, secondary, and vocational schools and the education of girls.

Cameroons Questions

During 1955 the third U.N. mission visited the two Trust Territories of the Cameroons under French and United Kingdom administrations, respectively, and a report on each territory will be submitted for consideration by the Trusteeship Council at its 17th session early in 1956. The Trust Territory of the French Cameroons forms a part of the French Union as an "associated territory" and includes a population of more than 3 million, of which 13,000 are Europeans, while the mountainous Trust Territory of the British Cameroons,

which includes within its 34,081 square miles an estimated population of 1,430,000, is administered by the United Kingdom as an integral part of the adjacent non-self-governing territory of Nigeria. During its 15th session, the Trusteeship Council examined conditions in both territories on the basis of the annual reports of the respective administering authorities and supplementary information supplied by special representatives from both territories.

FRENCH CAMEROONS

The question of the association of the Territory of the French Cameroons with the French Union was again the subject of considerable discussion in the Trusteeship Council in 1955, and the administering authority was requested to transmit to the Council a statement on the effect this association would have on the political future of the territory. In addition, the Council recommended at its 15th session (1) that the administering authority consider the possibility of establishing a Cameroonian citizenship and report thereon to the Council at a future session; (2) that the powers of the Territorial Assembly be increased as soon as possible, particularly to enable it to discuss political questions and to take decisions on all matters internal to the territory; (3) that the indigenous population be allowed to participate fully in the Territorial Assembly; (4) that an executive council of a truly administrative character be established having a majority of indigenous members; and (5) that continued efforts be made to achieve universal adult suffrage in the near future.

In the economic and social field, the Council urged the participation of the indigenous inhabitants in implementing the 10-year plan for economic and social development and particularly in improving the communications system and expanding production. Greater use of improved farm machinery and increased efforts to combat soil erosion were recommended, as were the development of handicrafts among the indigenous inhabitants and the improvement of educational facilities and public health in the territory.

BRITISH CAMEROONS

The Trusteeship Council at its 15th session took note of the new Nigerian Constitution which came into effect on October 1, 1954, and under which the Southern Cameroons became a quasi-federal territory with its own legislature and Executive Council, within the Federation of Nigeria, while the Northern Cameroons remained a part of Northern Nigeria with increased representation in its legis-

lature. The Council expressed the view that these new constitutional arrangements, although they might prejudice the progressive development of the trust territory as a whole toward a separate, independent status, nevertheless represented a new and important step toward the attainment of the objective of self-government or independence, as set forth in article 76 of the U.N. Charter, and would mark a significant advance, especially for the Southern Cameroons, in the establishment of self-governing institutions within the wider framework of the Federation of Nigeria. The Council recommended increased participation of women in the affairs of the territory, including the possible extension of the franchise to them. It suggested that the administering authority give close attention to the reorganization of local government organs on a stable and more democratic basis, as well as to the reorganization of village councils along lines similar to those on which district councils had already been reorganized.

In the economic field, the Council recommended that increased attention be given to the use of modern farm methods, to improving production of food crops for the inhabitants, and to developing export crops to assist the territory's financial position. The administering authority was urged to intensify its efforts to expand medical services in the territory and to improve its educational system in order to develop the inhabitants toward self-government.

Togoland Questions

While continuing its regular examination of developments in the two Togolands, under British and French administration, respectively, the United Nations in 1955 gave particular attention to the problems arising from the approaching independence of the Gold Coast and the resulting question of the future status of British Togoland, which the United Kingdom has administered as an integral part of the Gold Coast since 1920. At the request of the General Assembly in 1954, the Trusteeship Council asked its visiting mission to the two Togolands to make a special study of how to ascertain the wishes of the inhabitants of British Togoland concerning their future.

The Special Report of the Visiting Mission on the Togoland Unification Problem and the Future of the Trust Territory of Togoland under British administration was considered briefly at a special session of the Trusteeship Council in November 1955 and transmitted to the 10th session of the General Assembly. The mission recommended that a plebiscite be held in British Togoland at which time the people would be asked to decide whether the trust territory should (1) be integrated with the Gold Coast or (2) continue to be admin-

istered separately under the trusteeship system pending ultimate determination of the trust territory's political future. For purposes of assessing the results of the plebiscite, the territory would be divided into four separate units. The mission further recommended detailed arrangements for the plebiscite and the appointment by the General Assembly of a U.N. Plebiscite Commissioner to supervise, with a team of observers, the organization and conduct of the plebiscite by the United Kingdom. With regard to Togoland under French administration, the mission expressed the view that, as a result of contemplated political reforms, the territory "in a very few years" should be in a position to express its wishes regarding its political future.

After extensive discussion, and the hearing of 13 oral petitioners representing four major groups from British Togoland and three major groups from French Togoland, the Assembly adopted, by a vote of 42 (U.S.) to 7, with 10 abstentions, a resolution introduced by India which implemented most of the recommendations of the visiting mission. Part A of the resolution relating to British Togoland gave effect to all of the mission's recommendations except that proposing that the territory be divided into four units for the purpose of the plebiscite. Eduardo Espinosa y Prieto of Mexico was appointed U.N. Plebiscite Commissioner. The plebiscite is to be held in the spring of 1956; and the Plebiscite Commissioner is to report on the organization, conduct, and results of the plebiscite to the Trusteeship Council for its consideration and that of the 11th General Assembly in order that the latter may, in consultation with the administering authority, assess the results and determine the further action to be taken upon the attainment of independence by the Gold Coast. Part B of the resolution envisages a consultation of the population of Togoland under French administration similar to that to be held in Togoland under British administration; endorses the visiting mission's conclusion that the implementation of contemplated political reforms will be helpful in making it possible to ascertain at an early date the wishes of the inhabitants of the territory regarding their future; and requests the Trusteeship Council to undertake a special study of this matter in consultation with the administering authority.

SCHOLARSHIP PROGRAMS FOR STUDENTS FROM TRUST AND NON-SELF-GOVERNING TERRITORIES

U.S. Awards to Students From Trust Territories

During 1955 the United States continued to cooperate, under Public Law 402, 80th Congress (Smith-Mundt Act), with the United

Nations in making available to qualified students from trust territories opportunities for educational advancement in U.S. universities. Five scholarship awards which included funds for necessary travel, maintenance, orientation, and tuition for the 1955-56 academic year were granted to students from British Togoland, French Togoland, Tanganyika, Italian Somaliland, and the British Cameroons. Three students (from the French Cameroons, Western Samoa, and Italian Somaliland) awarded grants under the 1953-54 and 1954-55 programs were successful in obtaining private financial assistance for their continued stay in the United States and were therefore awarded extensions of their travel grants.

Toward the close of 1955, the U.N. Secretary-General was again informed that five scholarship awards would be available to enable students from trust territories to pursue studies in U.S. educational institutions during the 1956-57 academic year.

U.S. Scholarships Available to Students From Non-Self-Governing Territories

The United States reported to the Secretary-General in 1955, that although no special program would at present be established, scholarships were currently available to students from certain of the non-self-governing territories under the regular U.S. International Educational Exchange Program as well as under the programs of the U.S. International Cooperation Administration. This report was in response to a 1954 General Assembly resolution suggesting that member states make available educational opportunities in the form of scholarships to qualified students from non-self-governing territories.

U.N. Technical Assistance Scholarships

During 1955, pursuant to a resolution adopted by the General Assembly in 1948, the United Nations awarded four technical assistance scholarships to students from the Trust Territory of the Pacific Islands, under U.S. administration, for study in Hawaii and the Philippines in the field of social development. These students began work at the University of Hawaii December 15, 1955, three of them studying community development and the fourth, social welfare administration.

NON-SELF-GOVERNING TERRITORIES OTHER THAN TRUST TERRITORIES

Under chapter XI of the Charter, U.N. members having or assuming responsibility for the administration of territories whose peoples have not yet achieved a full measure of self-government recognize the principle that the interests of the inhabitants of these territories are paramount and accept as a sacred trust the obligation to promote to the utmost their well-being.

In accordance with these provisions of the Charter, such U.N. members have undertaken to transmit annually information of a technical nature on the social, educational, and economic conditions in all their non-self-governing territories except for those administered under the trusteeship system, where more comprehensive reports are required. This information is transmitted in accordance with a topical outline, divided into social, economic, and educational sections, which is known as the Standard Form. An optional category is also included in the Standard Form providing for the voluntary submission of political information. The United States has always submitted political information on territories under its administration, and some other administering members have, on occasion, also done so. Every third year the Secretary-General prepares full summaries and analyses of the information transmitted. Summaries and analyses of significant changes are prepared in the intervening years.

During the 10th session of the General Assembly, Committee IV considered current information from the territories submitted under article 73(e) of the Charter, reports prepared by the Secretary-General, and the report of the Committee on Information From Non-Self-Governing Territories which included a special report on social conditions in the territories. It also considered the question of the renewal of the Committee on Information, and the question of the cessation of reporting under article 73(e), particularly with respect to Surinam and the Netherlands Antilles.

Committee on Information From Non-Self-Governing Territories

The Committee on Information was established to consider the technical information on economic, social, and educational conditions in non-self-governing territories submitted by administering members

under the provisions of chapter XI of the Charter. Originally created by the General Assembly in 1946, and at first continued on an annual *ad hoc* basis, the committee's tenure has since been renewed for 3-year periods beginning in 1949. The 3-year renewal of the committee voted at the 10th General Assembly in 1955 was accomplished only after long and arduous debate in the committee itself and in Committee IV of the General Assembly. Great Britain and France have expressed the view that the existence of the Committee on Information is not justified by the language of the Charter. They would prefer that it be discontinued, but to date have agreed to participate in its work, provided its terms of reference remain fixed within their present limits. Belgium, although transmitting information to the Secretary-General on its territories, has declined to attend the Committee on Information since 1952 on the ground that its existence is not justified by the language of the Charter. The majority of the members of the General Assembly, on the other hand, favor the establishment of the Committee on Information on a permanent basis, and would like its terms of reference extended. The United States has taken the lead in obtaining acceptance of a compromise solution which is designed to permit the Committee on Information to continue its work with the cooperation of both its administering and nonadministering members.

Under terms of reference established by the General Assembly, the committee may examine information transmitted under article 73(e) of the Charter and may make to the Assembly "such procedural recommendations as it may deem fit and such substantive recommendations as it may deem desirable relating to functional fields generally but not with respect to particular territories." Membership on the committee is balanced between members who administer non-self-governing territories and an equal number that do not. The latter are elected by Committee IV on behalf of the General Assembly. In 1955 its administering members were Australia, Belgium, France, New Zealand, the Netherlands, the United Kingdom, and the United States; its nonadministering members were Brazil, Burma, China, Guatemala, India, Iraq, and Peru. At the 10th General Assembly China, India, and Iraq were reelected to the committee, and Venezuela was elected to succeed Brazil. The United States is a member of the committee because it administers and transmits information to the Secretary-General on Alaska, American Samoa, Guam, Hawaii, and the Virgin Islands of the United States.

The committee follows the practice of giving major emphasis at each of its annual sessions to one of the three functional fields on

which information is transmitted, i. e., educational, economic, and social conditions. At its 1955 session the committee gave special attention to social conditions in the territories, appointing a subcommittee to study this field and to prepare a special report which is incorporated in the committee's report to the General Assembly. The committee also discussed a communication from the Netherlands Government regarding the cessation of reporting on Surinam and the Netherlands Antilles.

SOCIAL CONDITIONS

The committee's special report on social conditions in non-self-governing territories was drafted by a subcommittee consisting of Australia, Burma, China, France, Guatemala, India, the United Kingdom, and the United States. This subcommittee was aided in its work by representatives of the Food and Agriculture Organization of the United Nations (FAO), the International Labor Organization (ILO), and the World Health Organization (WHO).

This special report is a comprehensive review and analysis of the information on social conditions transmitted during the past 3 years under article 73(e). It also reflects a number of special studies in this field prepared by ILO, the United Nations Educational, Scientific and Cultural Organization (UNESCO), WHO, and FAO. It contains a large number of observations and recommendations, usually of a rather general nature. A few typical examples follow: In the field of urbanization and industrialization the committee emphasized the problems presented by the breakup of traditional village family relationships and the need for establishing new urban family, club, and other social patterns for the growing city populations which at present tend to be rootless. The importance of the concept of community development was emphasized.

The committee took note of the number of labor conventions adopted since 1952, which are specially concerned with conditions in nonmetropolitan territories, and commended the advance in the organization of trade unions in French, British, and U.S. territories.

Specific examples of progress in lessening race discrimination in several territories under French and British administration were commented upon with favor.

The committee also noted with satisfaction the principal outlays of U. N. and other international organizations for technical assistance to the territories.

Cessation of the Transmission of Information: Surinam and Netherlands Antilles

Since 1951 the General Assembly has been concerned with the Netherlands Government's decision in that year to cease reporting to the United Nations under article 73(e) of the Charter on Surinam and the Netherlands Antilles. At the Assembly's eighth session (1953), a resolution was adopted requesting the Netherlands to resume the transmission of information on the two territories and to transmit to the Secretary-General further information on the nature of the constitutional changes the territories were undergoing. The Netherlands declined to resume the transmission of information on the ground that the two territories were, in fact, self-governing in the fields of economic, social, and educational affairs, and that the territorial governments were opposed to further reporting to the Secretary-General in these fields. The Netherlands did, however, in 1955 supply the constitutional data requested when the constitutional changes affecting these territories had been completed. In the Committee on Information, the United States sponsored with Brazil a resolution expressing the opinion that "the transmission of information under article 73(e) of the Charter in respect of Surinam and the Netherlands Antilles is no longer necessary or appropriate." Iraq opposed the resolution and Burma, France, Guatemala, India, and Peru abstained in the voting. The representatives of Burma, India, Iraq, and Peru stated that their governments were not convinced that Surinam and the Netherlands Antilles had attained self-government. The vote on the resolution in the Committee on Information was 7 (U.S.) to 1, with 5 abstentions.

At its 10th session the General Assembly adopted a modified version of this resolution, again cosponsored by the United States and Brazil, by a vote of 21 to 10, with 33 abstentions. The United States voted for the resolution as a whole despite the inclusion of a paragraph that it opposed in principle, which declares the competence of the General Assembly to decide whether or not a non-self-governing territory has attained the full measure of self-government referred to in chapter XI of the Charter. The United States has consistently adhered to the view that the General Assembly is entitled to express its views on such matters but that final decisions on the constitutional status of territories is a matter for the metropolitan power concerned.

Other Assembly Action on Non-Self-Governing Territories

The 10th General Assembly adopted three additional resolutions concerning non-self-governing territories. The first of these, intro-

duced by India, provided that the Standard Form on which administering authorities submit information to the Secretary-General under article 73(e) of the Charter be expanded to include information in the field of community development. The United States supported this resolution, which was adopted by 53 to 0, with 5 abstentions (U.K., Belgium, Netherlands, South Africa, and Brazil).

The second resolution, introduced by Burma and Yugoslavia, invites the Secretary-General to prepare for the use of the General Assembly at its future sessions reports on offers of study and training made available to inhabitants of non-self-governing territories in response to a ninth General Assembly resolution, and the use made of such offers. The United States supported this resolution, which was adopted unanimously.

The third resolution, introduced by Cuba, Ecuador, Egypt, Greece, Guatemala, El Salvador, Syria, and Yugoslavia, expressed the opinion that an examination of the progress achieved to date in the non-self-governing territories toward the goals set forth in chapter XI of the Charter would be desirable, and invited the Secretary-General to submit to the 11th General Assembly a report on the main points that might be useful in such an examination. The United States abstained on this resolution in the General Assembly vote when its sponsors failed to explain satisfactorily the procedures and criteria that they proposed to use in carrying out the projected examination of progress achieved to date in the territories. The resolution was adopted by a vote of 45 to 0, with 12 abstentions, the other administering members and several northern European members also abstaining.

South-West Africa

The former German colony of South-West Africa, which after World War I was placed under the administration of the Union of South Africa as a League of Nations mandate, is the only such territory that has not either attained its independence or been made a trust territory under U.N. supervision. The question of the international responsibilities of the Union of South Africa in regard to this territory has been before the United Nations almost since its inception. After the General Assembly had declared its belief that the territory should be placed in the trusteeship system, the question of the Union's international responsibilities was referred to the International Court of Justice in 1950. The Court held that, while the Union was not obligated to place South-West Africa under U.N. trusteeship, the mandate continued to exist; that supervisory functions should be exercised by the United Nations in a degree not to exceed that which

applied under the League of Nations, and should conform so far as possible to the procedure of the League; and that the Union, acting alone, was not competent to modify the territory's international status. Successive U.N. committees have been unsuccessful in their efforts since 1951 to negotiate with the Union an agreement that would implement the Court's opinion.

The Committee on South-West Africa established by the General Assembly in 1953 was given the task of examining any available reports, petitions, or other information on that territory, with or without the Union's cooperation. In 1955, as in 1954, the committee carried out its functions without such cooperation. The committee's 1955 report, which was critical of various aspects of the Union's administration of the territory, was approved by the 10th General Assembly in a resolution adopted by a vote of 45 (U.S.) to 1, with 10 abstentions. The Assembly also approved the committee's recommendations on five petitions relating to the territory. Earlier the Assembly had by a vote of 54 (U.S.) to 0, with 4 abstentions, approved a resolution accepting the advisory opinion of the International Court of Justice to the effect that General Assembly recommendations on South-West Africa require a two-thirds majority (see part IV below for a further discussion of this advisory opinion).

Another matter referred to the Assembly by the Committee on South-West Africa was whether or not the latter could grant oral hearings to petitioners. The question arose out of a request for a hearing by a South-West African studying in the United States. In view of the fact that under the Mandates System oral hearings were not granted and since the International Court had held that supervision by the Assembly should conform as far as possible to the procedure of the League of Nations, some members of the Assembly held that the committee could not grant hearings. Others held that the Court had not precluded such hearings. In view of its inability to resolve these differences, the Assembly decided by a vote of 32 (U.S.) to 5, with 19 abstentions, to ask the International Court for an interpretation of its 1950 opinion with respect to the admissibility of oral hearings by the Committee on South-West Africa.

In another resolution the Assembly, by a vote of 43 to 2, with 9 (U.S.) abstentions, reiterated previous resolutions to the effect that the normal way of modifying the status of the territory would be to place it under U.N. trusteeship. Although the United States has supported this view in the past, it abstained this year, as last, because it considered that reiteration of these resolutions served no useful purpose. Finally, Committee IV of the Assembly decided to hear the Reverend Michael Scott speaking on behalf of the native inhabitants of the territory. The United States opposed the hearing on the

ground that the question of the admissibility of oral hearings by General Assembly committees concerned with South-West Africa would be unresolved until the Court gave its advisory opinion. The Union of South Africa, which had already withdrawn its Assembly delegation because of developments in another committee, considered the hearing not only illegal but offensive. A resolution referring the Reverend Mr. Scott's statements to the Committee on South-West Africa was adopted by a vote of 34 to 6, with 14 (U.S.) abstentions.

WORK OF THE REGIONAL COMMISSIONS

The United States continued in 1955 to participate in the work of two Regional Commissions—the Caribbean Commission and the South Pacific Commission—which are concerned with nonindependent areas of the Caribbean and South Pacific regions. While these Commissions are not part of the U.N. system, their aims are consistent with those of the U.N. Charter, and they cooperate with the U.N. specialized agencies in carrying out their objectives. The member governments of the Caribbean Commission are France, the Netherlands, the United Kingdom, and the United States. These four Governments, with Australia and New Zealand, constitute the six members of the South Pacific Commission. Both of these Commissions are advisory and consultative bodies on economic and social matters of common interest to the member governments and to the 32 local governments in the two regions. Areas of U.S. interest in the two regions are the Commonwealth of Puerto Rico, the Virgin Islands of the United States, Guam, American Samoa, and the Trust Territory of the Pacific Islands.

Each Commission is assisted by two auxiliary bodies—a research council and a regional conference of local representatives. The research councils are composed of scientists and technicians who advise the Commissions on a wide range of technical subjects. The regional conferences of local representatives provide an opportunity for the peoples of these two areas to discuss their economic and social problems and to share their experience and knowledge. The conference recommendations, in turn, provide one of the fundamental bases for the work programs of the two Commissions.

Both organizations maintain permanent secretariats which provide informational and advisory services. The headquarters of the Caribbean Commission is at Port-of-Spain, Trinidad, and that of the South Pacific Commission at Nouméa, New Caledonia.

There is full exchange of information between the United Nations and the two Commissions and cooperation on matters of mutual interest. Representatives of the United Nations and the specialized agencies have attended the regional conferences and technical meetings held under the Commissions' auspices, while the specialized agencies have cosponsored technical conferences and training courses.

Caribbean Commission

The Caribbean Commission held two regular meetings in 1955, the 20th in Puerto Rico, May 14 through 23, and the 21st in Aruba, December 5 through 12. It continued to concentrate its major activities on agricultural and industrial development, low-cost housing, and basic education.

The sixth session of the West Indian Conference was held May 10 through 19 in Puerto Rico, with its central theme that of education and small-scale farming in relation to economic and community development. Recommendations of the conference, particularly on agricultural financing and research, processing and marketing, and on the establishment of a clearinghouse for instructional materials of Caribbean relevance will become part of the Commission's work program in 1956.

The Commission continued in 1955 to cooperate with other international and governmental organizations in regional training programs and seminars. In cooperation with the Food and Agriculture Organization (FAO) and the U.S. International Cooperation Administration (ICA), a training course was held in Martinique July 21 through August 17 for French-speaking participants from the three French Caribbean Departments (Guadeloupe, Martinique, and French Guiana) and the Republic of Haiti.

A seminar for Caribbean fisheries officers was held in Trinidad as a part of the program sponsored by the Commission under which technical officers have an opportunity to exchange information and data on fisheries. FAO cooperated by sending an observer.

Technical assistance projects conducted by the Commission included two cacao demonstration field tours of a week's duration each in Trinidad, one for French-speaking and one for English-speaking participants, and a banana spraying demonstration tour in Guadeloupe where the latest methods developed by the French "Institut des Fruits et Agrumes Coloniaux" were shown. The U.S. Department of Agriculture specialist who attended the latter tour as an observer has recommended that the new technique be used on an experimental basis on other crops in the United States in 1956.

During the hurricane season, the Commission sent interested governments, Chambers of Commerce, and newspapers a statement of radio stations issuing hurricane warnings and a list of frequencies and power outputs. This service is rendered in conjunction with the World Meteorological Organization.

The FAO assigned to the staff of the Commission during 1955 a forestry expert to advise governments on the proper utilization, marketing, and shipping of Caribbean timbers. A 3-months training course in tropical forestry for junior government officials was held by the FAO in Puerto Rico with the cooperation of the University there.

An agricultural economist, loaned by FAO, assisted the Commission and local governments during 1955 in the formulation and coordination of programs for agricultural development. This economist has paid particular attention to the possibilities for regional coordination of agricultural production and to finding new or expanding markets for Caribbean agricultural products.

The arrangement under which five housing technicians were made available by the ICA to the Caribbean Commission was expanded in 1955. Since the inauguration of the housing project, 7,904 houses have been constructed with the aided-self-help technique under the guidance of these technicians.

The Commission cooperated with ICA and the Government of the Commonwealth of Puerto Rico in the Caribbean Training Program. During 1955, 93 students from British, French, and Netherlands Caribbean areas were trained in trades and industrial education, agriculture, community education, home economics, social work, and cooperatives.

South Pacific Commission

The South Pacific Commission during 1955 continued to concentrate its efforts on social development, economic development, and health problems of the area.

Administrations throughout the Pacific have shown increasing interest in the development of their fisheries, and a fisheries expert was engaged by the Commission to assist individual territories. He visited Western Samoa, American Samoa, Fiji, Tonga, Netherlands New Guinea, Papua and the Trust Territory of New Guinea, the Cook Islands, Guam, the Trust Territory of the Pacific Islands, and New Caledonia in 1955, investigating a wide range of fisheries subjects.

The technical officer for subsistence agriculture completed surveys of native subsistence agriculture in Melanesia and Polynesia. In

addition he has prepared a series of articles on Pacific subsistence crops, which will be incorporated into an illustrated booklet on native subsistence plants. The South Pacific Literature Bureau, during the 12 months under review, completed and published 17 books and leaflets suitable for territorial use, while 14 books and leaflets were ready for the press at the end of 1955. Approximately 100 requests for advice or assistance were received by the Bureau from territorial administrations.

Visual aids such as filmstrips and posters for use in health and agricultural extension work in the islands have been produced during this past year. These are complementary to the assistance now being given by the Commission to Pacific territories in their own local production of visual aids. In this connection, visits to Nauru, the Gilbert and Ellice Islands Colony, Western Samoa, the Cook Islands, and Tahiti were made.

A filariasis expert completed reports on the "Distribution of Mosquitoes in the South Pacific Area," "Distribution of Filariasis in the South Pacific Region," and an "Annotated Bibliography, Part I, Epidemiology of Filariasis in the South Pacific." Visits were made to Papua and the Trust Territory of New Guinea, Western Samoa, and Netherlands New Guinea to assist territorial health departments with research campaigns in malaria, filariasis, and training of personnel.

The Commission made available to the territories certain continuing services, including the epidemiological information service and the plant and animal pest and disease reporting service. The Commission's study and research on the ecology and control of the rhinoceros beetle was stimulated during the year when the Commission received a grant from the Rockefeller Foundation for 3-years research on insect diseases.

A special meeting was held at Canberra, Australia, from May 2 to 7 on plant collection, introduction, and exploration.

Growing out of a Commission recommendation, an intergovernmental meeting on vocational training was held at Suva, Fiji, from May 2 to 6 to consider proposals for a central vocational training institution. It was decided to emphasize the development of territorial programs of vocational training and a regular exchange of information and ideas between territories.

Arrangements for the Third South Pacific Conference were finalized at the 14th session of the Commission, which was held at headquarters in Nouméa, New Caledonia, October 24 through November 10, 1955, to review the progress made on its work program. The conference, which is convened triennially to associate representatives of the local peoples of the 17 dependent territories within the scope of the Commission with its work, will be held at Suva, Fiji, from April 23 to

May 6, 1956. The other auxiliary body of the Commission, the South Pacific Research Council, held its seventh meeting at the Commission headquarters from June 20 to July 1, 1955.

During the year, FAO materially assisted in the execution of the Commission's work program. A FAO range management specialist was made available to participate in the grasslands reconnaissance survey under the pastures and livestock project. The services of a dietician-nutritionist have been made available by FAO for further work on the Commission's nutrition program. An exchange of information and observers between the Commission and the specialized agencies is continuing. UNESCO, WHO, and FAO observers attended the Research Council meeting in June.

Legal and Constitutional Developments

Legal and constitutional developments of the United Nations are not concentrated in any one body, such as the International Court of Justice, which the Charter established as the principal judicial organ of the United Nations. The United Nations is still a very young organization. And, as the records of the San Francisco Conference in 1945 disclose, the framers of the Charter intended that legal questions—including constitutional issues—should be dealt with by individual U.N. organs as these questions arose in the regular course of business; under article 96 of the Charter, these organs may, if they should so decide, seek the advice of the International Court of Justice on any legal question that might arise.

The intended pattern has been followed. To trace the growth of the United Nations as a legal structure, it is thus necessary to look at the Security, Trusteeship, and Economic and Social Councils, the General Assembly, the Human Rights Commission, and other organs as well as those specifically and exclusively concerned with legal matters—such as the Court and the International Law Commission.

During 1955, the Security Council, as the U.N. organ primarily responsible under the Charter for the maintenance of international peace and security in conformity with the principles of justice and international law, and its Truce Supervision Organization dealt with the problem of keeping peace in Palestine, under the general armistice agreements concluded between Israel and Egypt, Jordan, Lebanon, and Syria in 1949. It also considered, under the Charter and general international law, the threat of hostilities in the Taiwan Straits. In connection with the admission of 16 countries to U.N. membership, the issue arose whether under the Charter and a Court opinion of 1948 it was permissible to vote on these countries in a single list, and to recommend their admission in a single resolution of the Council.

In the General Assembly and other organs the issue of Chinese representation arose again, and was disposed of each time by a decision

that had the effect of maintaining the representation of the Government of the Republic of China. In the discussions of Algeria, Cyprus, Morocco, and race conflict in South Africa, the Assembly was faced with the argument that consideration of these questions would constitute "intervention" by the United Nations "in matters which are essentially within the domestic jurisdiction" of a state and thus barred to U.N. intervention under the Charter. The Assembly's disposition of these claims has been recounted earlier in Part I of the present report.

During 1955 the Human Rights Commission, the Economic and Social Council, and the General Assembly all debated the subject of self-determination, as described in Part II, above. Drafting was undertaken to define the scope of the right of self-determination. A part of the discussion concentrated on national control over natural resources and on safeguards in connection with nationalization. Part III of this report has described the concern of the Assembly's Committee IV (Trusteeship) with legal questions, particularly in regard to supervision of the mandate for South-West Africa. Part V of this report will cover the Assembly's experience with legal problems in the field of budget and administration—such as the establishment of judicial review for U.N. Administrative Tribunal awards.

In the present section of the report certain legal matters that are not covered elsewhere will be taken up, which for convenience have been grouped under the heading "Legal and Constitutional Developments." These matters are (a) the business of the International Court of Justice; (b) the work of the International Law Commission; (c) the agenda of the 10th General Assembly's Legal Committee; and (d) the question of holding a Charter review conference which under the Charter was automatically before the 10th General Assembly.

THE INTERNATIONAL COURT OF JUSTICE

During 1955 the International Court of Justice delivered one advisory opinion and received requests for two more, one from the General Assembly and one from the Executive Board of the United Nations Educational, Scientific and Cultural Organization. Proceedings were instituted in six contentious cases, while proceedings in the *Nottebohm* case were ended by judgment of the Court.

Advisory Opinions

SOUTH-WEST AFRICA

In 1955 the International Court of Justice had before it a request from the ninth General Assembly to interpret the Court's advisory opinion of July 11, 1950, in which the Court had concluded that the Union of South Africa continued to have the international obligations with respect to the Territory of South-West Africa that the Union had assumed under the Mandates System of the League of Nations, and that the General Assembly is legally qualified to exercise the supervisory functions previously exercised by the League of Nations. In that opinion, the Court also stated: "The degree of supervision to be exercised by the General Assembly should not therefore exceed that which applied under the Mandates System, and should conform as far as possible to the procedure followed in this respect by the Council of the League of Nations."

The ninth session of the General Assembly asked the Court to express its view as to the correctness of a special rule on voting procedure adopted by that session, under which decisions on questions relating to reports and petitions concerning South-West Africa are to be regarded as "important" questions within the meaning of article 18, paragraph 2 of the U.N. Charter, and hence require a two-thirds majority vote. In the event that the Court should conclude that such a vote represented an incorrect interpretation of its 1950 opinion, the Court was requested to indicate the voting procedure that should be followed.

Three governments, including the United States, submitted written statements to the Court. Three other governments, while not submitting written statements, sent written communications to the Court in the matter. The Secretary-General of the United Nations transmitted relevant documents, together with an introductory note, to the Court. No state having requested to present oral argument, the Court did not hold a public hearing.

In its written statement, the United States maintained that the two-thirds majority rule accorded with a correct interpretation of the Court's opinion of July 11, 1950. It was pointed out that the Court did not state that, in exercising supervisory functions with regard to the Territory of South-West Africa, the General Assembly must follow procedures identical with those of the League of Nations. Rather the Court had stated that such procedures "should conform as far as possible to the procedure" of the League of Nations. It was noted that there was question whether even under the "unanimity"

rule of the League a Mandatory Power could exercise a veto power so as to frustrate League supervision of mandated territories. It was also noted that one of the fundamental features of the U.N. Charter is the adoption of the general principle of majority voting and abandonment of the "unanimity" rule of voting.

In an advisory opinion rendered June 7, 1955, the Court unanimously concluded that the special rule on voting procedure adopted by the ninth session of the General Assembly, under which decisions on questions relating to reports and petitions concerning South-West Africa require a two-thirds majority vote, corresponds to a correct interpretation of the Court's advisory opinion of July 11, 1950.

Four judges appended separate opinions. The majority opinion concluded that the language, "degree of supervision," in the 1950 opinion did not relate to voting procedures but rather to means and methods of supervision, and hence it was unnecessary to examine the scope of the unanimity rule of the League of Nations. The majority then pointed out that the opinion of 1950 recognized that the General Assembly, operating under a different instrument from that of the League Council, would not be able to follow precisely the same procedures as followed by the Council; and that the sole legal basis for the voting system of the General Assembly applicable to decisions in connection with its supervisory functions is article 18 of the Charter.

At its 10th session, the General Assembly requested the International Court of Justice for another advisory opinion interpreting its 1950 opinion relative to the Territory of South-West Africa. The following question has been submitted to the Court:

Is it consistent with the advisory opinion of the International Court of Justice of 11 July 1950 for the Committee on South-West Africa, established by General Assembly resolution 749A(VIII) of 28 November 1953, to grant oral hearings to petitioners on matters relating to the Territory of South-West Africa?

UNESCO PERSONNEL CASES

On November 18, 1955, the Executive Board of the United Nations Educational, Scientific and Cultural Organization (UNESCO), on motion of the U.S. representative, decided to appeal certain cases involving UNESCO personnel to the International Court of Justice. The Board decided this by a vote of 13, including the United States, to 5, with 3 abstentions. These cases involved four former employees of UNESCO whose fixed-term contracts had expired and had not been renewed. The Administrative Tribunal of the International Labor Organization (which, by agreement with UNESCO, reviews UNESCO personnel cases) had rendered judgments awarding damages in each of the four cases. Under article XII of the Statute of the ILO Ad-

ministrative Tribunal, the UNESCO Executive Board has the right to request the International Court of Justice for advisory opinions concerning the validity of the Tribunal's judgments, where in the opinion of the Board the Tribunal's decision "confirming its jurisdiction" is open to challenge. (See Part V below for a more detailed discussion of these cases.)

Contentious Cases

Proceedings in the *Nottebohm* case were ended by the Court's judgment of April 6, 1955. The case, which had been instituted by Liechtenstein against Guatemala on December 17, 1951, concerned claims arising out of the alleged injury done to Mr. Nottebohm, a citizen of Liechtenstein, by the Government of Guatemala in detaining, interning, and expelling Nottebohm, and in sequestering and confiscating his property. In an earlier judgment delivered on November 18, 1953, the Court had rejected a preliminary objection raised by Guatemala to the jurisdiction of the Court. In its judgment of April 6, 1955, the Court dealt with the question of the admissibility of the claim of Liechtenstein, and in particular whether the nationality conferred upon Nottebohm by Liechtenstein could be validly invoked as against Guatemala. The Court found that Nottebohm's naturalization as a citizen of Liechtenstein had never been recognized by Guatemala. The Court further found that Nottebohm's naturalization had not been based upon any real prior connection with Liechtenstein and that citizenship had been conferred in exceptional circumstances of speed and accommodation with the sole aim of bringing him within the protection of Liechtenstein. The Court held that under such circumstances Guatemala was under no obligation under international law to recognize the grant of Liechtenstein citizenship to Nottebohm and that, consequently, Liechtenstein was not entitled to extend its protection to Nottebohm vis-a-vis Guatemala. The claim of Liechtenstein was therefore held to be inadmissible.

On March 29, 1955, the United States filed an application instituting proceedings against Czechoslovakia in a case arising out of the *Aerial Incident of March 10, 1953*. On that date two U.S. Air Force F-84 aircraft were attacked over the U.S. Zone of Germany by MIG aircraft coming from Czechoslovakia, with the result that one F-84 was shot down.

On June 2, 1955, the United States filed an application instituting proceedings against the Union of Soviet Socialist Republics in another case arising out of an *Aerial Incident of October 7, 1952*, off the Japanese

Island of Hokkaido. On this occasion a U.S. Air Force B-29 aircraft was shot down by Soviet fighter aircraft.

In both applications note was taken of the fact that neither of the respondent governments had submitted to the jurisdiction of the Court. It was further observed that it was open to each government to take the necessary steps to accept the Court's jurisdiction in each case. The two applications were communicated by the Court to the Governments of Czechoslovakia and the U.S.S.R.; the Court has subsequently been notified by these two governments of the refusal of each to accept the jurisdiction of the Court.

The question of the possession of sovereignty over certain territories in the Antarctic and sub-Antarctic was placed before the Court by the Government of the United Kingdom in two applications which were filed on May 4, 1955. In proceedings instituted against Argentina in the first *Antarctica* case, the United Kingdom has sought a declaration from the Court on the possessor of sovereignty over all the territories comprised in the Falkland Islands Dependencies, and in particular South Sandwich Islands, South Georgia, the South Orkneys, South Shetlands, Graham Land, and Coats Land. In proceedings instituted against Chile in the second *Antarctica* case, the United Kingdom has sought a determination of the sovereignty over the territories of the Falkland Islands Dependencies, and in particular the South Shetlands and Graham Land.

Both applications refer to the fact that the respondent governments have not accepted the jurisdiction of the Court, and point out that it is open to each of the two governments to take the necessary steps to accept the Court's jurisdiction in the two cases.

On July 6, 1955, France instituted proceedings against Norway in a case involving *Norwegian Loans Issued in France* during the period from 1885-1907. The French application seeks a determination by the Court of the obligation of the borrower to make payments on the service of the loan and repayment of the bonds on the basis of the gold value, rather than the nominal value in Norwegian kroner. The Norwegian Government has responded to the French application by the appointment of its agents in the case, and on September 19, 1955, the Court issued an order setting the time limits for the submission of the first two written pleadings.

A dispute between Portugal and India over the *Right of Passage Over Indian Territory* was put before the Court by Portugal in an application filed on December 22, 1955. In its application the Portuguese Government has asked the Court to rule on the validity of the right of passage claimed to be held by Portugal between the territory of Damão and the enclaved territories of Dadrá and Nagar-Aveli. The Portuguese Government founds the jurisdiction of the Court on the

declarations accepting the Court's compulsory jurisdiction that have been made by both Portugal and India.

WORK OF THE INTERNATIONAL LAW COMMISSION

The seventh session of the International Law Commission was held from May 2 to July 8, 1955. At this session the Commission elected two new members, Sir Gerald Fitzmaurice of the United Kingdom and L. Padilla Nervo of Mexico to fill the vacancies caused by the resignations of Hersch Lauterpacht and Roberto Córdova, both of whom were elected in 1954 to the International Court of Justice.

Pursuant to the request made by the ninth General Assembly that the Commission complete its work on high seas, territorial waters, and related problems in time for their consideration by the Assembly at its 11th session (1956), the Commission devoted the major part of its session to a study of these questions. Under the item "Regime of the High Seas" the Commission adopted a set of provisional articles, with commentaries, concerning the regime of the high seas, covering the topics navigation, fishing, and submarine cables and pipelines. For its consideration of the section on fishing, the Commission had before it the Report of the International Technical Conference on the Conservation of the Living Resources of the Sea, which was held in Rome at the headquarters of the Food and Agriculture Organization of the United Nations from April 18 to May 10, 1955. This Conference had been convened by the U.N. Secretary-General pursuant to a resolution adopted by the General Assembly at its ninth session. The provisional draft that the Commission adopted has been submitted to governments for their observations, with a view to final adoption by the Commission at its eighth session (1956). Under the item "Regime of the Territorial Sea," the Commission reexamined the provisional articles that it had adopted at its sixth session (1954), in the light of comments received from governments. The Commission also decided upon additional articles not included in the 1954 draft dealing with the breadth of the territorial sea, bays, groups of islands, and the delimitation of the territorial sea at the mouths of rivers. The amended draft articles on the regime of the territorial sea have been submitted to governments for their comments, prior to the final action to be taken on them at the Commission's next session.

Among other decisions taken at its seventh session, the Commission recommended to the General Assembly that its statute be amended to provide that the Commission should sit at the European Office of the United Nations at Geneva, rather than at the U.N. Headquarters in New York, and that the members of the Commission be elected for 5-year rather than 3-year terms. The Commission also adopted a resolution requesting that the General Assembly examine the possibilities of printing its studies, special reports, and summary records.

GENERAL ASSEMBLY LEGAL COMMITTEE

The International Law Commission's Seventh Session Report to the General Assembly required no decision by the Assembly with respect to the substantive work of the Commission. As for the Commission's recommendations for amendments to its statute, the Assembly, by a vote of 55 to 0, with 2 abstentions, decided to amend the statute to provide that the Commission should sit in Geneva, and by a vote of 46 to 4, with 4 abstentions, adopted an amendment increasing the terms of office of Commission members from 3 to 5 years. Both amendments were supported by the United States. The Assembly also adopted a resolution proposed by the United States deciding to consider at its next session a further amendment to the Commission's statute with respect to the question of filling casual vacancies. The statute presently provides that casual vacancies should be filled by the Commission itself. It was the U.S. view, as explained by Robert L. Brokenburr in Committee VI (Legal), that consequent upon increasing the terms of office of Commission members, with the increased possibility that casual vacancies would occur for longer periods, the function of filling casual vacancies should be exercised by the General Assembly.

The Assembly also adopted, 43 to 2, with 11 abstentions, a resolution relating to the printing of the Commission's documents. The resolution provides for (a) the printing in their original languages of the studies, special reports, principal draft resolutions, and amendments presented to the Commission covering the first seven sessions; (b) the printing of the summary records of the first seven sessions initially in English; and (c) the printing of the Commission's documents for future sessions in English, French, and Spanish. During the discussion of the matter in Committee VI, the United States supported the project of printing the Commission documents as a

worthwhile one but expressed a preference for a less ambitious proposal which would have limited the printing of the documents initially to English. However, the United States was able to support the resolution that was finally adopted on the understanding that the printing work with respect to the backlog would be spread over a 3-year period and that a part of the costs involved would be absorbed in the budget as previously approved.

Arbitral Procedure

The Hague Conventions of 1899 and 1907 and a wide variety of multilateral and bilateral treaties and agreements provide an extensive framework for resort to arbitration, which, as recognized in article 33 of the U.N. Charter, continues to be an important method for the peaceful settlement of international disputes. Experience and legal ingenuity in the years following the Hague Conference have produced many and varied recommendations for improved procedures. Also in this period the Permanent Court of International Justice and its successor, the International Court of Justice, have provided for over a quarter century a permanent and strictly judicial forum for international adjudication. Although in the years immediately following World War II it appeared that the Permanent Court of Arbitration set up under the Hague Convention might be falling into desuetude, there are now several cases pending with it, and, of course, arbitration continues to be engaged in outside its framework.

After careful preparatory work, the International Law Commission at its fifth session had recommended to the eighth session (1953) of the General Assembly draft articles on arbitral procedure for submission to states with a view to adoption of a new convention in this field. The Assembly deferred action in 1953 to permit states to submit written comments. At its 10th session, having considered the comments received and after a debate centering on various basic substantive differences of view as well as upon the procedure to be followed, the General Assembly decided, by a vote of 31 to 8 (U.S.), with 16 abstentions, to refer the draft back for reconsideration by the International Law Commission and a further report by the Commission to the 13th session of the General Assembly. This decision was taken despite the preference of a substantial minority of members including the United States, for a course involving neither General Assembly endorsement of the draft in its present form nor what they regarded as a premature and unpromising requirement for reconsideration by the International Law Commission. Instead, they advanced a proposal that would simply have made the draft and com-

ments available to governments for adaptation and use in future treaties and agreements and would have permitted a possible international conference under U.N. auspices if a sufficient number of states evidenced interest.

The debate in Committee VI (Legal) did not develop any new consensus on substance beyond that registered in 1953 to the effect that the draft included certain important elements with respect to the progressive development of international law on arbitral procedure. A most striking feature of the draft—provision for advance agreement on methods by which preliminary questions and procedural differences would be settled through impartial reference to the International Court of Justice—came in for renewed and strong criticism. Some, including the Soviet bloc, objected in principle. Another striking feature—provision for the adjudication of a claim of nullity of an award—met even more opposition. Specific substantive and procedural recommendations for changes in the draft were numerous. The whole matter will now be restudied by the International Law Commission prior to reconsideration by the General Assembly in 1958.

Question of the Continuation of the United Nations Tribunal in Libya

The United Nations Tribunal in Libya was set up by the General Assembly in 1950, as a part of the arrangements for establishing the independence of Libya. The functions of the Tribunal were to settle disputes concerning the interpretation and application of the provisions of the Assembly resolution respecting property rights and financial obligations of Italy in Libya. At its eighth session (1953), the Assembly, having noted the desire of the Governments of both Italy and Libya that the Tribunal be continued, decided to continue the Tribunal and requested the Secretary-General to consult with the governments concerned on the Tribunal's future and to report to the 10th session of the Assembly. In his report to the 10th Assembly, the Secretary-General noted that the Tribunal had no cases pending before it. He also reported the views of the Governments of Italy and Libya, which, unlike the situation in 1953, were in opposition. Italy drew attention to the possibility of further need for recourse to the Tribunal and favored its continuation at least until the end of 1956. Libya took the position that the Tribunal's continuance was no longer justified, and observed that in the unlikely event of disagreement, the two governments could set up an appropriate conciliation or arbitral body at their own expense. Debate on the item in Committee VI (Legal) was first postponed for a period because of

the possibility of agreement being reached in talks then being held between the two governments in Rome. When the period of postponement had expired, debate was opened with statements by the representatives of Italy and Libya, who were invited by the committee to present their views. While the debate progressed, the Libyan and Italian representatives were engaged in efforts outside the committee to arrive at a compromise solution.

Eventually, agreement between the two governments was reached, the substance of which was embodied in a draft resolution put before the committee by Afghanistan, Chile, Colombia, Egypt, the Netherlands, India, Syria, the United Kingdom, and the United States. This resolution, which was unanimously adopted by the Assembly, provides for the replacement of the United Nations Tribunal by a special Italian-Libyan Mixed Arbitration Commission, which is to have the same functions, powers, and jurisdiction as did the United Nations Tribunal.

Correction of Votes in the General Assembly

The ninth session (1954) of the General Assembly had before it an item posed by France dealing with the possibility of amending the Assembly's rules of procedure by adding a new rule to cover instances in which delegations might seek to correct their votes once a vote had been taken. The Assembly decided to request the Secretary-General to report to the 10th session on the practice followed in other inter-governmental organizations and in national parliaments and also to report on possible provisions for the Assembly's rules designed to prevent and correct any mistakes that might occur during voting. Debate on the Secretary-General's report at the 10th session in Committee VI (Legal) revealed a reluctance on the part of a majority of the delegations to risk creating new problems by amending the rules, which were considered to have been adequate in practice to meet problems relating to the correction of votes without there being a particular rule on the matter. The U.S. representative in Committee VI, Colgate Whitehead Darden, Jr., supported the view that the problem of correcting votes did not require any amendment to the rules, and he noted that a review of Assembly and committee practice had shown that the problem, which only infrequently arose, had been satisfactorily handled either by ruling of the presiding officer or by decision of the body concerned. Little support developed in the committee for the amendments to the rules that were proposed by several delegations, and the debate ended by the adoption of a resolution proposed by Brazil, India, and Syria in which the Assembly

took note of the Secretary-General's report, decided to take no further action thereon for the present, and recommended that member states should continue to study the question. This resolution was subsequently adopted in plenary by a vote of 50 (U.S.) to 0, with 1 abstention.

Registration and Publication of Treaties

Under regulations adopted by the first General Assembly, as amended, the Secretary-General publishes all international treaties and agreements registered under article 102 of the Charter and publishes certain other treaties and agreements that are not subject to registration. The cost is currently about \$200,000 a year, of which about three-fourths is the expense of translating and typing, while the balance is for printing. A time lag of about 3 years intervenes between receipt of a treaty in the Secretariat and its publication, and there is no prospect under present procedures of eliminating this lag in less than 6 years.

Efforts toward economy and prompt publication have been made by the Secretary-General and the General Assembly since the outset. At the request of the ninth General Assembly, the Secretary-General submitted a detailed study of the possibilities to the 10th session, and his findings, together with a report by the Advisory Committee on Administrative and Budgetary Questions, were considered by Committee V (Administrative and Budgetary) with a view to subsequent consideration by Committee VI (Legal) of the legal aspects of possible recommended amendments to the regulations.

Basing their positions upon these two reports, a number of delegations, including the United States, urged an economy of time and money by eliminating translations into English from a French original and vice versa. They pointed out that French and English are both official languages before the International Court of Justice, that an economy of about \$70,000 a year seemed possible, and that the main cause of delay in publication of the Treaty Series would disappear. Other delegations, notably the Belgian, strongly resisted such a change, which would have resulted in the elimination of about 16 French translations for every three English translations dropped. With respect to other economies suggested by the Secretary-General, the United States and other delegations laid particular stress on various possibilities for substantial savings in time and money by avoiding duplication between the United Nations Treaty Series and certain other treaty publications such as the General Agreement on Tariffs and Trade Series and the United Nations Tax Treaty Series. It was

urged that in such instances suitable arrangements for a single publication could meet the needs of all. On the other hand, the United States shared some common doubts about suggestions for dropping out of the Treaty Series certain material such as annexes, maps, and schedules, and urged that the effects could not properly be judged until the Secretary-General had studied a sample year and given a concrete idea of what omissions might be contemplated, and with what savings.

Since a majority did not develop for action at the 10th Assembly on any of the proposals—France's absence was a factor in influencing postponement of the translations issue—Committee V finally recommended a resolution, which was adopted unanimously by the General Assembly, calling for further studies and renewed consideration of the matter at the 11th session.

UNITED NATIONS CHARTER REVIEW

The 10th General Assembly decided by a very substantial majority that a general conference to review the U.N. Charter "shall be held at an appropriate time." It also decided to establish a committee consisting of all U.N. members to make recommendations to the 12th session (1957) on the time and place of such a conference and on its organization and procedures. The Assembly thus endorsed the U.S. view, as expounded by Secretary of State John Foster Dulles in his address to the Assembly on September 22, 1955, that the 10th session "should approve, in principle, the convening of a Charter review conference," and establish a preparatory commission.

Background

Consideration by the 10th General Assembly of the question of holding a review conference was obligatory under the Charter. The delegations at the San Francisco Conference in 1945 had not considered the basic instrument of the Organization an immutable document and had provided not only for its amendment but for its review as a whole. Under article 108 of the Charter, the General Assembly can at any time by a two-thirds vote adopt amendments, which come into force when ratified by two-thirds of the members including all of the permanent members of the Security Council. Article 109 stipulates that if a review conference has not been held before the 10th session of the General Assembly "the proposal to call such a conference

shall be placed on the agenda of that session" and the conference held, if so decided by a simple majority of the Assembly and by the vote of any seven members of the Security Council.

Many delegations at San Francisco had serious reservations about certain of the provisions of the Charter then being drafted, particularly the major-power "veto" in the Security Council. These delegations desired to have a specific time for review stipulated in the Charter. Others, however, believed that the calling of a conference should be left to the judgment of the General Assembly and the Security Council. In an effort to meet these conflicting views, the U.S. delegation had proposed adding to the original text of article 109 the stipulation concerning the 10th General Assembly cited above, pointing out that this proposal, while fixing a definite time for consideration of the question of calling a conference, did not make such a conference mandatory unless a majority of members considered it wise in light of the circumstances existing at the time.

Under article 109, a review conference, like the Assembly, can recommend amendments to the Charter by a two-thirds vote. Such amendments would come into force when ratified by two-thirds of the members, including all of the permanent members of the Security Council. There is therefore no "veto" on recommendation of amendments by either the Assembly or the conference, but the ratification requirement gives the five permanent members of the Council a "veto" over the adoption of any amendments to the Charter.

The existence of the Charter provision placing the question of holding a review conference automatically on the agenda of the 10th General Assembly served both to discourage premature review and, as 1955 approached, to focus attention on the question. The eighth session of the General Assembly in 1953 had three items on its agenda bearing on Charter review. Discussion of these items resulted in the adoption of a resolution citing the need to prepare and publish (1) the remaining unpublished documents of the San Francisco Conference, (2) a comprehensive index to the San Francisco documents, and (3) a repertory of the practice of U.N. organs. Only the Soviet bloc opposed this resolution, though the debate revealed a considerable diversity of views on the desirability of Charter review.

U.S. Position

In anticipation of the General Assembly's consideration of Charter review, the U.S. Senate on July 28, 1953, established a subcommittee of its Foreign Relations Committee "to make a full and complete study of proposals to amend, revise, or otherwise modify or change

existing international peace and security organizations." Two weeks later, on August 12, Secretary Dulles, in response to a letter from Senator Wiley, chairman of the Senate Foreign Relations Committee and of the subcommittee, wrote that the Department of State "will favor the calling of the review conference when the question is put to the 1955 session of the United Nations General Assembly."

This remained the U.S. position. The Senate subcommittee, deferring any detailed recommendations on specific issues of Charter review pending the 10th General Assembly decision on the holding of a conference, stated in an interim report of August 2, 1955:

. . . So far as the subcommittee is concerned, however, it believes the decision of whether or not the United States should support the calling of such a conference is one which must be made by the executive branch of the Government in the light of all of the information available to it, including knowledge of the attitudes of other member states. The subcommittee, in its work in the United States, has not found compelling reasons against the calling of such a conference, and if the executive branch believes significant results can be achieved, there would seem to be no reason why it should not be held.

In his statement before the Senate subcommittee on January 18, 1954, Secretary Dulles stated:

Our founders believed that, after ten years, the Charter should be reviewed in the light of that first decade of experience. I believe that they were right. That does not necessarily mean that drastic changes should be made. On the whole, the Charter has proved to be a flexible and workable instrument. But few would contend that it is a perfect instrument, not susceptible to improvement.

The United States has, however, proposed no specific changes in the Charter. In his statement before the Senate subcommittee on January 18, 1954, Secretary Dulles said that the taking of a firm position on specific proposals would be deferred "until we have further advanced our own studies, and ascertained the views of our citizenry and Congress and of other nations."

General Assembly Action

The 10th General Assembly adopted without discussion the recommendation of its General Committee that the agenda item entitled "Proposal to call a General Conference of the Members of the United Nations for the purpose of reviewing the Charter (Article 109 of the Charter)" be taken up directly in plenary. Debate of this item began on November 17 and occupied six plenary meetings.

The Assembly had before it a joint draft resolution, cosponsored by Canada, Ecuador, Iraq, Thailand, the United Kingdom, and the United States, under which the Assembly would state the belief that review of the Charter "under auspicious international circumstances"

is desirable and would decide that a review conference "shall be held at an appropriate time." The joint draft further provided for the establishment of an 18-member committee "to consider, in consultation with the Secretary-General, the question of fixing a time and place for the Conference and its organization and procedures" and to report to the 12th General Assembly. The Secretary-General was requested to complete the publication program authorized by the Assembly in 1953 at its eighth session and to issue supplements to the Repertory of Practice, as appropriate, prior to the 12th session.

In support of this joint draft resolution, the United States representative, Laird Bell, said, "The United States sincerely supported inclusion of Article 109 in the Charter and considers it a matter of simple fulfillment of an obligation to lend our full support to the calling of a Charter review conference."

Mr. Bell pointed out that article 109 speaks of "review" rather than "revision." He stated that we fully recognize the "dangers in any attempt at revision, but we do not see such dangers in a review to determine whether there are any changes that could usefully be made in the Charter or in the procedures that have developed under it." We need, he said, "to take time out from the urgencies of specific problems before us at a regular session to study, reflect and consult on the United Nations system as a whole."

The U.S. representative referred not only to the momentous new developments that have taken place since 1945 but also to expectations and assumptions underlying the Charter that have not been realized. He called for "new comparisons between Charter goals and available powers and machinery for their fulfillment." Noting that at the San Francisco Conference in 1945 "deliberations on the fundamentals of peace and justice under a regime of law resulted in a consensus of unprecedented breadth," Mr. Bell suggested that a review conference could greatly increase public understanding of the United Nations and that the weight of an informed public opinion might assist in bringing about agreement to improvements in the Charter.

For these benefits from review to be realized, however, the U.S. representative said, there are two prerequisites: first, a more favorable political climate than exists today, and second, careful and thorough preparation. The joint draft resolution, he stated, "makes adequate provision, we believe, for both these prerequisites. . . ." He urged that the Assembly seize the opportunity provided by the 10th session to institute the review process "with the least possible difficulty" and declared that adoption of the 6-power text "would, in our view, constitute a decision in principle to hold a review conference and contemplates parallel action in the Security Council at an early date, as provided in the Charter."

The debate, in which 38 members participated, indicated substantial support for a decision in principle to hold a review conference, but no pressure for an early conference. The need for caution in approaching review was stressed. Only the Soviet bloc expressed strong opposition, as it consistently has, to the idea of Charter review. However, a number of other members—the Scandinavian states, Yugoslavia, Syria, India, and Indonesia—opposed a decision at that time to hold a conference. A Syrian amendment to the joint draft resolution would have deleted the Assembly decision in principle to hold a conference and would have weakened the 6-power text in other ways. This amendment was defeated, the vote on the proposal to delete the “decision” paragraph being 14 in favor and 35 against, with 9 abstentions.

A second amendment, offered by Egypt and India, which would have increased the proposed committee to 30, was not voted upon after the sponsors of the joint text revised their draft so as to establish a committee of all U.N. members. Explaining this revision, the U.S. representative, Laird Bell, said that it was offered in a spirit of compromise and in recognition of the interest of a great number of delegations in the question of Charter review.

Noting that “widely differing points of view” had been evidenced in the debate, and stating that the joint draft resolution had been “developed in a spirit of accommodation,” Mr. Bell expressed the hope that the Assembly would accept the revised text, now co-sponsored by Uruguay also, “as embodying a fair common denominator of the views expressed during this debate.”

The Assembly on November 21, 1955, voted 43 to 6 (Soviet bloc and Syria), with 9 abstentions (Afghanistan, Denmark, Iceland, India, Norway, Saudi Arabia, Sweden, Yemen, and Yugoslavia) to adopt the revised joint resolution. In announcing that his delegation would vote against the resolution, the Polish representative stated that Poland would be unable to participate in the projected committee of the whole. The U.S.S.R. and Czechoslovakia made similar statements after the vote.

Security Council Action

The final paragraph of the Assembly’s resolution provided for its transmittal to the Security Council, and the Council on December 16 adopted a resolution concurring in the Assembly’s decision. This action was taken with a minimum of discussion on the basis of a joint draft resolution submitted by Brazil, Iran, the United Kingdom, and the United States. The Soviet representative reiterated that the

U.S.S.R. would not participate in the committee established by the Assembly to report in 1957 to the General Assembly on the time and place of a conference. The U.S. representative, Ambassador James J. Wadsworth, expressed regret at this Soviet decision, noting that the Soviet argument "confused review with revision."

Budgetary, Financial, and Administrative Matters

THE U.S. percentage contribution to the United Nations regular budget remains at 33.33 percent for 1956. Expenses for 1956 operations of the United Nations increased by approximately \$1,600,000 over the amount originally voted for 1955, and of this almost \$1,000,000 is attributable to continuing expenses for the 1955 Geneva scientific conference on the peaceful uses of atomic energy. In addition, governments will be assessed in 1956 for a supplemental U.N. appropriation for 1955 expenditures amounting to approximately \$3,000,000. Almost half of this amount was expended in connection with the 1955 Geneva scientific conference. Finally, an amount of about \$4,200,000 derived from assessments on the U.N. staff members has been credited to a special tax equalization fund rather than credited against the assessments of member governments as in past years. As a result of the foregoing and after minor adjustments, U.N. members are assessed for 1956 for a total of \$48,330,000—an increase of some \$8.7 million over the 1955 assessment figure. Action by the Assembly to admit 16 new members came so late in the session that these members were not included in the 1956 scale of assessment. They will be assessed retroactively at the next session.

United States efforts, begun in 1954, to assure that in the future judgments of the U.N. Administrative Tribunal would be subject to judicial review came to a successful conclusion in 1955 with the 10th General Assembly's adoption of a resolution providing for review by the International Court of Justice. This procedure is in accordance with that provided by the statute of the older Administrative Tribunal of the International Labor Organization. The Assembly at its 1955 session also established a committee to review the common system of salaries and allowances used by the United Nations and a majority of the specialized agencies, and established new procedures for equalizing salary and tax treatment among U.N. staff members of many nationalities in a way that is more equitable among member states.

BUDGETS

Total assessments for 1956 in the amount of approximately \$88,650,000 were authorized during 1955 by the U.N. General Assembly and the representative assemblies of the eight specialized agencies financed from annual member contributions. The comparable figure for 1955 was \$77,000,000. A large part of the increase is due to the fact that total net assessments of the United Nations itself are \$48,330,000 or \$8,690,000 more than in 1955. There are also increases for all but one of the specialized agencies.

In the United Nations, nearly one-half the 1956 increase in total net assessments as compared with 1955 is due to the fact that, under the new procedures adopted by the 10th Assembly for tax equalization for U.N. staff members, all revenue derived from staff assessments (approximately \$4,210,000 in 1956) is henceforth to be credited to a special tax equalization fund and will not, as in the past, be applied directly to the reduction of the assessments of all member countries. There is also a net reduction in other credits of approximately \$315,000. Major factors responsible for the remainder (\$4,165,000) of the increased assessment include the following: (1) The 1955 budget did not provide for the expenses of conducting the scientific conference on peaceful uses of atomic energy, held in Geneva in the summer of 1955. These costs were met through advances from the Working Capital Fund which must be reimbursed through contributions in 1956. In addition, there are the costs of translating and publishing the scientific papers; (2) The 10th General Assembly approved a cost-of-living salary adjustment for headquarters staff; (3) The Assembly approved additional U.N. responsibilities in the fields of atomic energy, human rights, and social welfare; (4) There are increased expenditures for the U.N. Geneva Office and U.N. field missions. The 10th Assembly approved the 1956 budget by a vote of 56 to 7 (Soviet bloc), with 1 abstention.

Among the specialized agencies, there is an increase in the United Nations Educational, Scientific and Cultural Organization (UNESCO) for 1956 of approximately \$1,000,000; in the World Health Organization (WHO) of approximately \$730,000; in the Food and Agriculture Organization (FAO) of \$570,000; in the International Labor Organization (ILO) of approximately \$405,000; and there are smaller increases in the International Civil Aviation Organization, the International Telecommunication Union, and the World Meteorological Organization. An important factor in the increased costs of UNESCO and the International Civil Aviation Organization (ICAO) is the fact that UNESCO's biennial conference will meet in 1956 and that ICAO

will hold a full-scale rather than a limited Assembly in 1956. The additions in the WHO, ILO, and FAO budgets are due in part to decisions of these organizations to enlarge their field work programs, and in part to the costs of meeting in-grade salary increments of staff. Also, the WHO is undertaking an intensive program for the eradication of malaria from major areas of the world.

In addition to the regular programs of the United Nations and the specialized agencies, which are financed through assessments, there are several special operating programs financed by voluntary contributions. These include (1) the United Nations Expanded Program of Technical Assistance, (2) the United Nations Relief and Works Agency for Palestine Refugees in the Near East, (3) the United Nations Korean Reconstruction Agency, (4) the United Nations Children's Fund, and (5) the United Nations Refugee Fund. The Expanded Program of Technical Assistance operated at a level of approximately \$25,000,000 in 1955. Requirements for U.N. relief activities for Palestine refugees for fiscal year 1956 are estimated to be \$26,800,000. Additional expenditures will be made from rehabilitation funds as projects are carried out. The Korean Reconstruction Agency continued its program into fiscal year 1956, with an estimated \$22,500,000 available for obligation during the year. Total allocations of the Children's Fund amounted to approximately \$15,000,000 in 1955, and its 1956 program is expected to be somewhat higher. Total requirements of the United Nations Refugee Fund, which was established for the 4-year period 1955-58 by action of the ninth General Assembly, amount to \$16,000,000. Of this amount \$4,200,000 was programed for the first year of operation, and the program in 1956 will be about \$4,400,000.

The United Nations Negotiating Committee for Extra-Budgetary Funds has primary responsibility for negotiating with representatives of U.N. member governments and nonmember governments the amounts each may be able to contribute to the respective programs.

In addition, the countries whose airlines use the Atlantic crossing continued in 1955 to contribute to the Joint Support Program of the International Civil Aviation Organization. This program provides for the maintenance and operation of certain air-navigation facilities in the territory of countries unable financially to support these facilities entirely at their own expense.

ASSESSMENTS

The percentage assessments of the United States for the regular expenditure budgets of the United Nations and the larger specialized

agencies financed by annual member contributions for calendar years 1955 and 1956 are as follows:

	1955 percent	1956 percent
United Nations.....	33.33	33.33
Food and Agriculture Organization.....	30.00	31.50
International Civil Aviation Organization.....	32.60	33.31
International Labor Organization.....	25.00	25.00
U.N. Educational, Scientific and Cultural Organization.....	30.00	30.00
World Health Organization.....	33.33	31.64

In the United Nations, the U.S. share remains at 33.33 percent for 1956. The 1956 scale does not include the 16 new members that were admitted late in the 10th session of the General Assembly. Retroactive assessments on these countries for 1956 and for the latter part of 1955 will be determined by the 11th General Assembly. On the basis of past special assessments on most of these 16 countries for their shares of expenses of certain U.N. activities in which they already had been participating as "nonmembers," it is anticipated that their aggregate assessments will be in the neighborhood of 6 percent.

In the International Civil Aviation Organization (ICAO), the Food and Agriculture Organization (FAO), and the International Labor Organization (ILO), there continued to be pressure from other member countries to bring the assessment scales of these agencies into line with the U.N. scale, and in consequence to increase the U.S. share to or toward 33.33 percent. This pressure has been increasingly strong since 1954 when the one-third ceiling principle in the United Nations was implemented in full, and the U.S. share in the United Nations was reduced to that level. The United States has made clear that it does not subscribe to the view that the ceiling on the percentage shares of the largest contributor need be the same in the specialized agencies as in the United Nations, nor that it is necessarily a fixed maximum. However, since "capacity to pay" is an important factor in determining these scales, and since the U.S. capacity to pay relative to other members is considerably above the 33.33 percent ceiling fixed in the United Nations, U.S. negotiations have been aimed at obtaining the best arrangement possible in each of the agencies concerned, and at slowing the tempo of any adjustments. In ICAO there has been a gradual revision of the scale as a whole in the course of which the shares of several leading countries in the field of civil aviation, other than the United States, have been increased. For 1956 the U.S. share in ICAO is 33.31 percent, an increase of 0.71 percentage points over 1955. In the FAO, where there has for some time been strong pressure for an immediate increase in the U.S. share to 33.33 percent, the United States obtained agreement that the increase should be gradual and that the U.S. share for both 1956 and 1957 should be

31.5 percent, an increase over 1955 of 1.5 percentage points. In the ILO the United States was able to maintain for 1956 the existing 25 percent level.

A special situation exists in the World Health Organization (WHO) as regards the U.S. share. For the last few years the U.S. assessment in the WHO has been 33.33 percent of total assessments. However, 9 WHO members (Soviet bloc) have been inactive and have not paid their assessments. Largely through U.S. initiative, the eighth Health Assembly, in May 1955, adopted the principle that the maximum assessment should not exceed one-third of assessments on *active* members, and voted to put into effect in 1956 the first of four annual steps implementing this principle. Thus the U.S. percentage share of total WHO assessments, including assessments on the 9 inactive members, decreased from 33.33 percent in 1955 to 31.64 percent in 1956. If one or more of these countries should renew active participation, this arrangement would, of course, require review.

A special situation is also found in the cases of the International Telecommunication Union (ITU) and the World Meteorological Organization (WMO). The size of the ordinary budget of the ITU is limited by the Union's basic convention, and member quotas are of various classes, each member choosing the class that it believes to correspond to its importance in this field. The U.S. share of the ordinary budget is 8.96 percent for 1955 and 1956 (for continental United States and the U.S. territories). Extraordinary expenses, such as the cost of meetings, are shared pro rata by the countries participating in them. The WMO scale is an outgrowth of the scale of its predecessor organization which divided members into a limited number of categories. Although the use of categories has not been continued by the WMO, the range of member contributions has been narrower than in most of the other U.N. specialized agencies. The U.S. share in WMO was 10.76 percent for 1955 and is 15.48 percent for 1956.

SECRETARIATS

Judicial Review of Disputed Administrative Actions in Personnel Cases

Owing to the immunity of international organizations from suit, international employees cannot appeal to national courts when they consider their contracts of employment to have been breached. As a

consequence, special administrative tribunals have been set up to hear and pass judgment upon applications alleging nonobservance of the contracts of employment of staff members. The United Nations has established its own Administrative Tribunal. The specialized agencies of the United Nations located in Europe, as a matter of economy and convenience, use the long established Administrative Tribunal of the International Labor Organization (ILO). The U.N. Tribunal Statute was based largely on the statute of the older ILO Tribunal with one important difference—the statute, as originally drawn in the United Nations, provided that the Tribunal's judgment was final and without appeal. In the case of the ILO statute, however, the judgment of the Tribunal can be challenged by the agency's governing body on grounds of competence or faulty procedure and an advisory opinion sought from the International Court of Justice.

The year 1955 saw efforts, led by the United States, to provide a procedure for judicial review of the judgments of the U.N. Administrative Tribunal and to invoke the procedure provided in the ILO Statute to appeal a number of actual cases to the International Court of Justice.

U.N. ADMINISTRATIVE TRIBUNAL

The 10th Assembly brought to successful culmination U.S. efforts over several years to subject judgments of the U.N. Administrative Tribunal to review. United States advocacy of such a course was based on the desire to avoid, in the future, the kind of controversy that arose out of 11 controversial awards made by the Tribunal in 1953. In these cases, many governments, including the United States, considered that the judgments were erroneous and that the awards should not be paid. When the dispute was referred to the International Court of Justice, the Court held that as the statute of the Tribunal was drawn, the Assembly did not have the right on any ground to refuse to give effect to the awards. The Court pointed out, however, that the Assembly could amend the statute to provide for review of Tribunal judgments in the future.

The General Assembly at its ninth session would only go so far as to accept the principle of judicial review of the Tribunal's decisions. It appointed a committee of representatives of 18 states, including the United States, to recommend a procedure by which such a review might be accomplished.

The report of this committee to the 10th session formed the basis of a resolution, cosponsored by the United States, to provide for judicial review of the judgments of the U.N. Administrative Tribunal.

The proposed procedure for review made it possible in certain specified categories of cases for a member state, the Secretary-General, or the person in respect of whom a judgment had been rendered by the Tribunal to apply to a special committee of governments, asking that committee to request an advisory opinion of the International Court of Justice in the matter. Such an advisory opinion would be made binding upon the Tribunal.

This procedure encountered strong opposition largely on two points—the right provided a member state to initiate a request for review of the Tribunal's judgments and the proposal to have the applications for such a review considered and forwarded to the Court by a committee of governments. The provisions covering both of these points were regarded as essential by the United States. Consequently, the failure by a narrow vote of the opposition to eliminate these provisions was a major victory for the United States. The Assembly ultimately approved by a vote of 33-17-9 the review procedure as a whole as sponsored by the United States.

ILO TRIBUNAL JUDGMENT IN RESPECT OF SEVEN UNESCO EMPLOYEES

During 1954 and the first half of 1955, seven U.S. nationals employed by the United Nations Educational, Scientific and Cultural Organization (UNESCO) were separated from the organization. In all seven instances, the employees had failed to appear for a hearing by the International Organizations Employees Loyalty Board of the U.S. Civil Service Commission. The Board subsequently advised UNESCO that on the record before it, there was reasonable doubt about the loyalty of these people to the United States. Four of the employees had fixed-term contracts expiring at the end of 1954 or the beginning of 1955. The Director General allowed these contracts to expire. Three of the employees had indeterminate appointments. In these latter cases the Director General found that on the basis of all the facts, they did not possess the degree of integrity required of an international civil servant. Their appointments were therefore terminated.

All seven U.S. nationals separated from UNESCO employment appealed their cases to the Administrative Tribunal of the International Labor Organization and asked to be reinstated or awarded damages. In all seven cases, the ILO Tribunal held that the Director General had acted illegally in separating the employees. If reinstatement was not possible, damages totaling approximately \$74,000 would have to be paid.

The Director General refused to reinstate any of the employees. In addition, he urged the Executive Board of UNESCO to challenge the ruling of the ILO Tribunal in the four contract expiration cases. The Executive Board of UNESCO, with strong U.S. support, agreed with the Director General that there were grounds warranting a challenge of the ruling of the Tribunal by asking the International Court of Justice for an advisory opinion in accordance with the provisions of the Tribunal Statute. The final outcome in these four cases will not be known until the issues involved have been reviewed by the International Court of Justice.

In the three cases involving termination of indeterminate contracts, however, the Director General considered that on the record made before the Tribunal, the grounds provided in the Tribunal Statute for an appeal to the International Court of Justice did not make it possible to challenge the ruling. While the U.S. member of the UNESCO Executive Board disagreed, the remainder of the Board considered that there were not adequate grounds on which to take the Tribunal ruling to the International Court. Therefore, awards amounting to approximately \$23,000 were authorized to be paid out of past savings of the Organization.

Salary Review

The United Nations and a majority of the specialized agencies have, over recent years, developed a common system of salaries and allowances, based upon a survey conducted by a group of experts in 1949. Changing circumstances—economic and organizational—have made it increasingly apparent that a review of the salaries, allowances, and benefits system of the United Nations was both desirable and necessary to adjust it to present-day conditions. As a consequence, the U.N. Secretary-General with the concurrence of the heads of the specialized agencies recommended to the 10th session of the General Assembly that a review of this character should be undertaken in 1956. The member governments shared his view that the time was ripe for an assessment of the current system of salaries, allowances, and benefits. The Assembly, therefore, established a Review Committee of experts to be nominated by the following nine governments: Argentina, Denmark, Egypt, France, India, New Zealand, the U.S.S.R., the United Kingdom, and the United States.

In the interest of coordination, the Assembly requested the cooperation of the specialized agencies and invited the agencies to designate two member states, which are members of the cooperating agencies but not of the United Nations, to nominate experts to become mem-

bers of the Review Committee. It is expected that this committee of 11 will meet early enough in 1956 to enable its report to be circulated to member governments of the United Nations and the specialized agencies in ample time for consideration at the 11th session of the General Assembly.

Tax Equalization

The General Assembly in 1955 acted to resolve a difficulty arising from the existing U.N. procedures for reimbursing U.S. citizens on the Secretariat for the national income taxes they pay on their U.N. salaries. New procedures were agreed upon that are considered to be more equitable among member states.

BACKGROUND

The problem of establishing equality of salary and tax treatment among staff members of many nationalities has been of concern to the Assembly since its first session. The Convention on Privileges and Immunities approved by the Assembly in 1946 provides in section 18 (b) of article V that "officials of the United Nations shall be exempt from taxation of the salaries and emoluments paid to them by the United Nations." At the time this matter was under consideration at the 10th General Assembly, all but 15 member states had acceded to the convention, the United States being one of those that has not yet acceded. The practical effect of the operation of the tax laws of these 15 countries is such that, among Secretariat personnel, only U.S. citizens located at Headquarters in New York remain subject to national income taxes.

To assure that U.N. employees would not constitute a tax-privileged group of citizens, the United Nations in 1948 instituted a "Staff Assessment Plan" for its personnel, constructed along the lines of modern income tax systems and at rates roughly comparable to U.S. and Canadian national income taxes. U.N. staff members of all nationalities are required to pay these staff assessments and through 1955 the revenue derived therefrom has been credited to the general funds of the Organization to reduce the assessments of all members.

In order to achieve equality of tax treatment within the U.N. Secretariat irrespective of the nationality of employees, the General Assembly, on a year-to-year basis since 1946, has taken action to reimburse U.S. citizen staff members the amount they paid in U.S. Federal and State income taxes on salaries received from the United Nations. The cost of such reimbursement was a part of the annual

costs of the United Nations assessed against all members. In accordance with the U.N. scale of contributions, $\frac{1}{2}$ of the cost of this reimbursement has been borne by the United States and $\frac{1}{2}$ by the other U.N. members. This arrangement has come under increasing criticism from other governments, which have maintained that they should not be required to pay any part of this cost of reimbursing taxes to U.S. nationals on the Secretariat. Recognizing this increasing dissatisfaction, the United States made clear at the ninth session of the Assembly that if a more satisfactory solution could not be found within the year, the United States would not oppose a decision by the 10th session that any governments that had not adhered to the Convention on Privileges and Immunities or granted tax relief in some other form should, from January 1, 1956, cease to receive any credit from the revenue of the staff assessment plan.

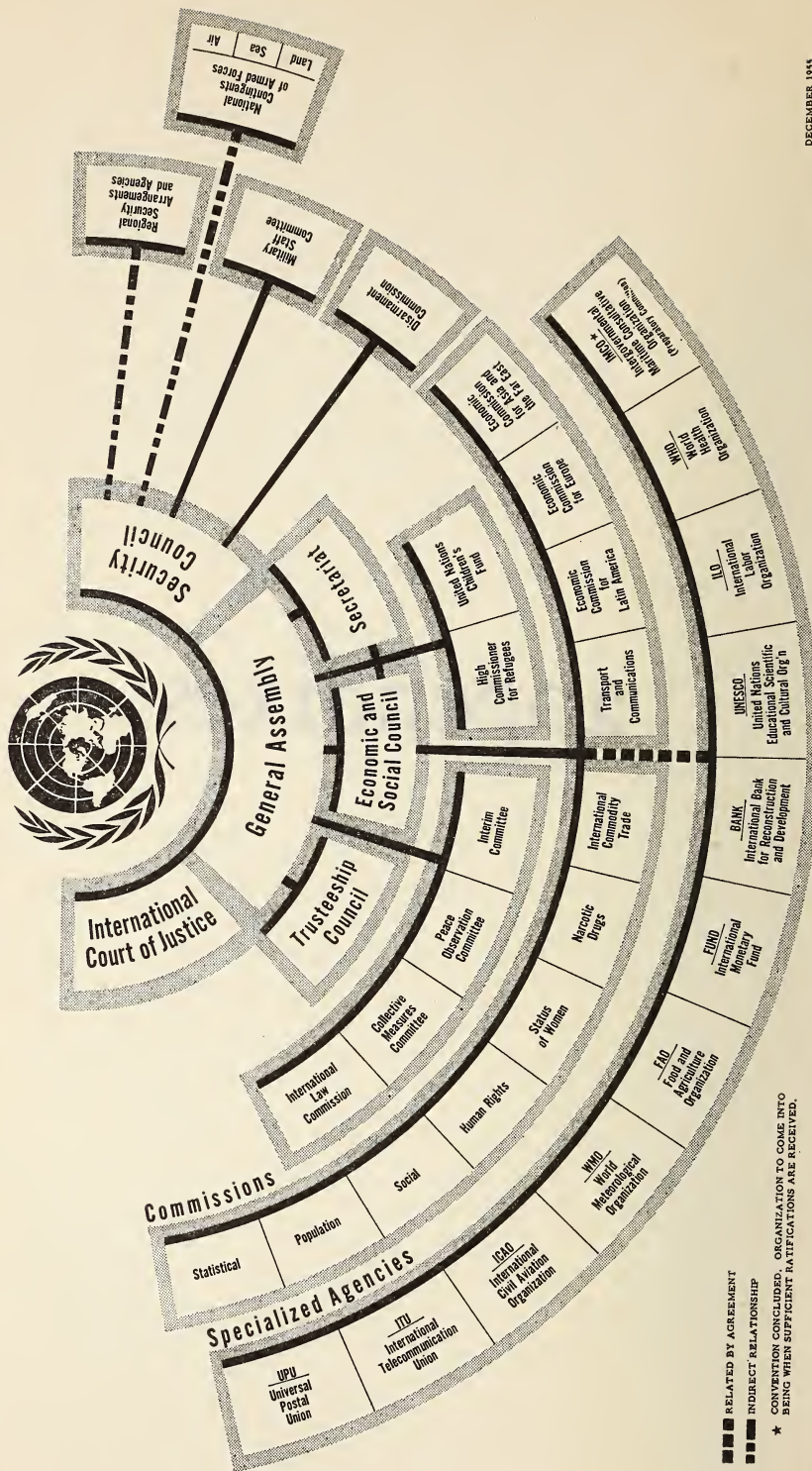
ACTION OF THE TENTH GENERAL ASSEMBLY

The 10th General Assembly unanimously approved the adoption of a new solution for the double taxation problem of U.N. employees who pay both the staff assessment and a national income tax. The new procedure provides for a refund to such individuals of their staff assessment up to the amount of their national tax liability. To provide for equity among governments as a result of the adoption of the new procedure, a Tax Equalization Fund has been created to which the revenue from staff assessments will be initially credited. A share in this fund will be established for each U.N. member in proportion to its percentage contribution to the U.N. regular budget. However, the shares of governments that continue to impose a national tax on staff members will be charged with the refunds of staff assessments to individuals paying taxes to those governments. From time to time governments that have not imposed such taxes and accordingly have had no charges made against their shares in the fund may use such shares to reduce their contributions to the regular U.N. budget.

The practical effect of this plan is that there will no longer be annual appropriations to reimburse employees for payment of national income taxes. The United States, which continues to tax staff members who are U.S. nationals or permanent residents of the United States, will no longer receive a share of the revenue from the Staff Assessment Plan. The effect, for the other member nations, is to relieve them of the necessity of contributing to the tax reimbursement of U.S. nationals.

appendixes

THE UNITED NATIONS SYSTEM



The United Nations Expanded Program of Technical Assistance

Contributions Pledged and Received as of December 31, 1955

[Calendar year 1955]

Country	Contributions pledged		Dollar equivalent	Contributions received (dollar equivalent)
	Local currency	Amount		
Afghanistan	Equivalent of		\$10, 000	\$10, 000
Argentina	Argentine pesos	1, 500, 000	300, 000	
Australia	Equivalent of		500, 000	500, 000
Austria	Schillings	1, 000, 000	38, 462	28, 847
Belgium	Belgian francs	16, 875, 001	337, 500	337, 500
Bolivia	Bolivianos	1, 500, 000	7, 895	7, 895
Brazil	Cruzeiros	5, 000, 000	270, 270	108, 108
Burma	Equivalent of		18, 000	18, 000
Byelorussian S.S.R.	Rubles	200, 000	50, 000	50, 000
Cambodia	U.S. dollars	2, 000	2, 000	2, 000
Canada	U.S. dollars	1, 500, 000	1, 500, 000	1, 500, 000
Ceylon	Equivalent of		18, 000	18, 000
Chile	Chilean pesos	20, 000, 000	100, 000	100, 000
China	Equivalent of		15, 000	15, 000
Colombia	U.S. dollars	140, 000	140, 000	100, 000
Costa Rica	U.S. dollars	7, 000	7, 000	7, 000
Czechoslovakia	Crowns	500, 000	69, 444	69, 444
Denmark	Danish kroners	3, 800, 000	550, 166	550, 166
Dominican Republic	U.S. dollars	20, 000	20, 000	20, 000
Ecuador	Sucres	150, 000	10, 000	3, 333
Egypt	Egyptian pounds	35, 000	100, 517	86, 157
El Salvador	U.S. dollars	7, 000	7, 000	
Ethiopia	Equivalent of		20, 000	
Finland	Equivalent of		15, 000	15, 000
France	French francs	507, 625, 000	1, 450, 357	1, 450, 357
Germany, Federal Republic of	German marks	625, 000	148, 810	148, 810
Greece	Equivalent of		5, 000	5, 000
Guatemala	U.S. dollars	7, 500	7, 500	7, 500
Haiti	Equivalent of		12, 000	12, 000
Honduras	Lempiras	16, 000	8, 000	
Iceland	Icelandic kronur	45, 700	2, 806	2, 806
India	Equivalent of		400, 000	400, 000
Indonesia	Rupiahs	750, 000	65, 790	59, 211

Contributions Pledged and Received as of December 31, 1955—Con.

[Calendar year 1955]

Country	Contributions pledged		Dollar equivalent	Contributions received (dollar equivalent)
	Local currency	Amount		
Iran	Equivalent of		\$50, 000	
Iraq	U.S. dollars	13, 928	13, 928	\$13, 928
Ireland	Irish pounds	5, 000	14, 002	14, 002
Israel	Israeli pounds	50, 000	27, 778	27, 778
Italy	Equivalent of		200, 000	
Japan	Equivalent of		90, 000	90, 000
Korea, Republic of	U.S. dollars	3, 000	3, 000	3, 000
Laos	Kips	50, 000	1, 429	1, 429
Lebanon	Lebanese pounds	15, 000	6, 846	6, 846
Liberia	U.S. dollars	15, 000	15, 000	15, 000
Libya	U.S. dollars	4, 000	4, 000	4, 000
Liechtenstein	Swiss francs	2, 000	467	467
Luxembourg	Equivalent of		2, 500	2, 500
Mexico	Mexican pesos	300, 000	24, 000	24, 000
Monaco	French francs	400, 000	1, 143	1, 143
Netherlands	Netherlands guilders.	2, 508, 000	660, 000	660, 000
New Zealand	New Zealand pounds.	60, 000	168, 020	168, 020
Nicaragua	Cordobas	25, 000	3, 571	3, 571
Norway	Norwegian kroner.	2, 720, 000	380, 792	380, 792
Pakistan	Pakistan rupees	550, 000	166, 213	166, 213
Panama	U.S. dollars	3, 000	3, 000	3, 000
Paraguay	U.S. dollars	8, 000	8, 000	8, 000
Philippines	U.S. dollars	55, 000	55, 000	55, 000
Poland	Zlotys	300, 000	75, 000	75, 000
Saudi Arabia	U.S. dollars	25, 000	25, 000	25, 000
Sweden	Swedish kronor	3, 000, 000	579, 934	579, 934
Switzerland	Swiss francs	1, 000, 000	233, 372	233, 372
Syria	Syrian pounds	26, 000	11, 867	
Thailand	Baht	500, 000	40, 000	40, 000
Turkey	Turkish pounds	564, 186	201, 495	201, 495
Ukrainian S.S.R.	Rubles	500, 000	125, 000	125, 000
U.S.S.R.	Rubles	4, 000, 000	1, 000, 000	1, 000, 000
United Kingdom	Pounds sterling	800, 000	2, 240, 000	2, 240, 000
United States	U.S. dollars	15, 000, 000	15, 000, 000	13, 100, 000
Uruguay	Equivalent of		100, 000	
Vatican City	U.S. dollars	2, 000	2, 000	2, 000
Venezuela	U.S. dollars	150, 000	150, 000	100, 000
Yugoslavia	Equivalent of		82, 500	82, 500
Total			27, 971, 374	25, 085, 124

Contributions Received by UNRWA in Respect to Fiscal Year 1955 Pledges

Government contributions (cash, in kind, and direct aid)

[As of June 30, 1955]

Australia	\$112,500	Mexico	\$28,800
Austria	700	Netherlands	25,000
Bahrain	980	New Zealand	112,000
Belgium	30,000	Norway	42,135
Canada	515,000	Pakistan	67,991
Denmark	86,956	Qatar	10,500
Egypt	277,143	Saudi Arabia	687,040
France	1,657,219	Sweden	57,915
Greece	2,730	Switzerland	26,733
Haiti	2,000	Syria	862,700
India	104,000	United Kingdom	4,500,000
Italy	52,000	United States	16,700,000
Japan	10,000	Yugoslavia	40,000
Jordan, Hashemite King- dom of	1,391,015	Subtotal, govern- ments	27,452,438
Lebanon	49,381		

Contributions in cash and kind from other contributors

British Syrian Lebanese Mission	\$5,539
Gaza and Khan Yunis Municipalities	17,626
Hamed Abu Malluh	536
Heirs of Said Pasha Shatila	1,772
Lutheran World Federation	2,270
Mneimneh and Boheali	892
Mohamed Jaber Ureiban	536
Near East Christian Council Committee	6,720
Pontifical Mission	1,848
Sheikh Ali Abu Middein and Partners	1,814
Sheikh Freih Mussader	1,538
Tyre Municipality	769
U.N. Educational, Scientific and Cultural Organization (UNESCO)	55,535
World Health Organization (WHO)	42,857
Sundry donors of under \$500 each	2,046
Subtotal	142,298
	233

Direct contributions to refugees by other contributors

American Middle East Relief	\$1, 478
American National Red Cross	747
American Presbyterian Mission	18, 612
Anglican Bishop, Jerusalem	70, 383
Arab Evangelical Episcopal Council, Jerusalem	27, 991
Arab Women's League, Jerusalem	2, 117
Arab Women's Union Committee, Nablus	8, 204
ARAMCO	546
Belgian Red Cross	4, 615
Bible Society, Beirut	1, 656
British Syrian Lebanese Mission	12, 300
Canadian Red Cross	23, 378
Church Missionary Society, Amman	4, 094
Church World Service, U.S.A	176, 869
Congregational Christian Service Committee	38, 460
Council of Organizations for Relief Service Overseas, New Zealand	2, 918
Daniel and Emily Oliver Orphanage, Lebanon	5, 679
Danish Birds' Nest, Lebanon	1, 848
Dar el Awlad Orphanage, Lebanon	5, 160
Dar el Tifl, Jerusalem	17, 245
Friends Service Council	1, 600
French Faculty of Medicine, Beirut	1, 656
French Hospital, Bethlehem	7, 518
Frères College, Jerusalem	5, 754
Greek Orthodox Patriarchate, Jerusalem	3, 500
International Red Cross	600
Jihad Hospital, Tulkarm	1, 260
Joint Christian Committee	5, 651
Jordan Red Crescent Society, Amman	10, 009
Lutheran World Federation	540, 605
Mabarat Amira Basma, Amman	1, 241
Mennonite Central Committee, Jordan	194, 683
Moslem Brethren, Hebron	5, 572
Moslem Orphanage School, Jerusalem	21, 526
Moslem Waqfs, Hebron	7, 938
Moslem Waqfs, Jerusalem	2, 772
Moslem Waqfs, Lebanon	6, 216
Near East Christian Council Committee	27, 909
Notre Dame de Sion, Jerusalem	1, 512
Obay Orphanage, Lebanon	1, 476
Ophthalmic Hospital, Jerusalem	28, 504
Orthodox Invalids' Home Society, Jerusalem	11, 315
Palestine Permanent Bureau	1, 932
Pontifical Mission	328, 528
Red Crescent Society, Jordan	15, 043
Schneller's Orphanage, Lebanon	1, 596
Sisters of Charity, Bethany	5, 054
Sisters of Nazareth, Amman	18, 074
Spinney's Ltd., Lebanon	2, 044

Direct contributions to refugees by other contributors—Continued

Students' Committee, Lebanon	\$1, 400
Trappist Convent, Latrun	6, 056
War Relief Service, U.S.A	105, 193
YMCA	20, 880
YWCA	1, 696
Sundry donors giving under \$500 each	2, 689
<hr/>	
Subtotal	1, 823, 302
Total contributions, all sources	29, 418, 038

The United Nations System

THE UNITED NATIONS

The General Assembly

The General Assembly is the only principal organ of the United Nations on which all 76 members are represented. These are listed below:

Afghanistan	Czechoslovakia	Ireland	Poland
Albania	Denmark	Israel	Portugal
Argentina	Dominican	Italy	Rumania
Australia	Republic	Jordan	Saudi Arabia
Austria	Ecuador	Laos	Spain
Belgium	Egypt	Lebanon	Sweden
Bolivia	El Salvador	Liberia	Syria
Brazil	Ethiopia	Libya	Thailand
Bulgaria	Finland	Luxembourg	Turkey
Burma	France	Mexico	Ukrainian S.S.R.
Byelorussian	Greece	Nepal	Union of South
S.S.R.	Guatemala	Netherlands	Africa
Cambodia	Haiti	New Zealand	U.S.S.R.
Canada	Honduras	Nicaragua	United Kingdom
Ceylon	Hungary	Norway	United States
Chile	Iceland	Pakistan	Uruguay
China	India	Panama	Venezuela
Colombia	Indonesia	Paraguay	Yemen
Costa Rica	Iran	Peru	Yugoslavia
Cuba	Iraq	Philippines	

The tenth regular session of the General Assembly met from September 20, 1955, to December 20, 1955, in New York.

The Assembly elected José Maza (Chile) president and the chief delegates of China, Ethiopia, France, Luxembourg, the United Kingdom, the U.S.S.R., and the United States as its seven vice presidents. The chairmen of the six main committees were, respectively, Sir Leslie Munro (New Zealand), Political and Security; Ernest G. Chauvet (Haiti), Economic and Financial; Omar Loutfi (Egypt), Social, Humanitarian, and Cultural; Luciano Joubanc-Rivas (Mexico), Trusteeship (including Non-Self-Governing Territories); Hans Engen (Norway), Administrative and Budgetary; and Manfred Lachs (Poland), Legal. Prince Wan Waithayakon (Thailand) was elected chairman of the *Ad Hoc* Political Committee.

GENERAL ASSEMBLY

MEETS ANNUALLY (AND IN SPECIAL SESSION AT REQUEST OF SECURITY COUNCIL OR OF MAJORITY OF MEMBERS); EACH MEMBER HAS 1 VOTE; ELECTS PRESIDENT, 1 VICE PRESIDENTS

- FIRST COMMITTEE POLITICAL AND SECURITY
- SECOND COMMITTEE ECONOMIC, SOCIAL, CULTURAL
- THIRD COMMITTEE SOCIAL HUMANITARIAN AND CULTURAL
- FOURTH COMMITTEE TRUSTEESHIP (INCLUDING NON-SELF-GOVERNING TERRITORIES)
- FIFTH COMMITTEE ADMINISTRATIVE AND BUDGETARY
- SIXTH COMMITTEE LEGAL
- AD HOC POLITICAL COMMITTEE

PROCEDURAL { CREDENTIALS COMMITTEE (9 MEMBERS)
GENERAL COMMITTEE (PRESIDENT, 1 VICE PRESIDENTS, CHAIRMEN OF 6 MAIN COMMITTEES AND OF THE AD HOC POLITICAL COMMITTEE)

STANDING

ADVISORY BODIES

ADVISORY
COMMITTEE ON
ADMINISTRATIVE
AND FINANCIAL
QUESTIONS
(9 INDIVIDUALS)

COMMITTEE
ON
CONFERENCES
(10 INDIVIDUALS)

BOARD OF
AUDITORS
(1 INDIVIDUALS)

STAFF PENSIONS
COMMITTEE
(9 INDIVIDUALS)

INVESTMENTS
COMMITTEE
(3 INDIVIDUALS)

ADMINISTRATIVE
TRIBUNAL
(7 INDIVIDUALS)

SUBSIDIARY AND AD HOC BODIES

INTERIM COMMITTEE
OF THE GENERAL ASSEMBLY
(ALL MEMBERS)

PEACE OBSERVATION
COMMISSION
(14 MEMBERS)

COLLECTIVE
SECURITY
COMMITTEE
(14 MEMBERS)

INTERNATIONAL
COMMISSION
(16 INDIVIDUALS)

ADDITIONAL
MEASURES
COMMISSION
(14 MEMBERS)

UN COMMISSION
FOR THE UNL-
REHABILITATION
OF KOREA
(7 MEMBERS)

AGENCY GENERAL AND
ADVISORY COMMITTEE
FOR UN KOREAN RECON-
STRUCTION AND DEVELOPMENT
(15 COMMITTEE
MEMBERS)

UN CONCILIATION
COMMISSION FOR
KOREAN RECONCILIATION
(3 MEMBERS)

DIRECTOR AND
ADMINISTRATIVE
WORKS AGENCY FOR
PALESTINE REFUGEE
IN THE NEAR EAST
(9 COMMISSION
MEMBERS)

BY
HIGH COMMISSIONER
FOR REFUGEES AND
UN ESCAPEE FUND
EXECUTIVE
COMMITTEE
(28 COMMITTEE
MEMBERS)

COMMISSION TO
WHETHER CONDITIONS
EXIST FOR FREE
TRADING IN
GERMANY
(5 MEMBERS)

AD HOC COMMISSION
ON THE
PROBLEMS
OF WAR
(3 INDIVIDUALS)

SCIENTIFIC
COMMITTEE ON
EFFECTS OF ATOMIC
RADIATION
(13 MEMBERS)

ADVISORY
COMMITTEE ON
PEACEFUL USE OF
ATOMIC ENERGY
(7 MEMBERS)

COMMITTEE
ON
CONFERENCE
(ALL MEMBERS)

COMMITTEE ON
INFORMATION FROM
NON-SELF-GOVERNING
TERRITORIES
(14 MEMBERS)

COMMITTEE ON
SOUTHERN
AFRICA
(7 MEMBERS)

UN ADVISORY
FOR SMALL LAND
(3 MEMBERS)

NEGOTIATING
COMMITTEE
FOR EXTRA
BUDGETARY
(19 MEMBERS)

COMMITTEE
FOR REVIEW OF
ADMINISTRATIVE
FRANCHISES
(15 MEMBERS)

SALARY REVIEW
COMMITTEE
(11 MEMBERS)

SPECIAL COMMITTEE
ON THE
PROBLEMS
OF ACADEMICS
(19 MEMBERS)

The Security Council

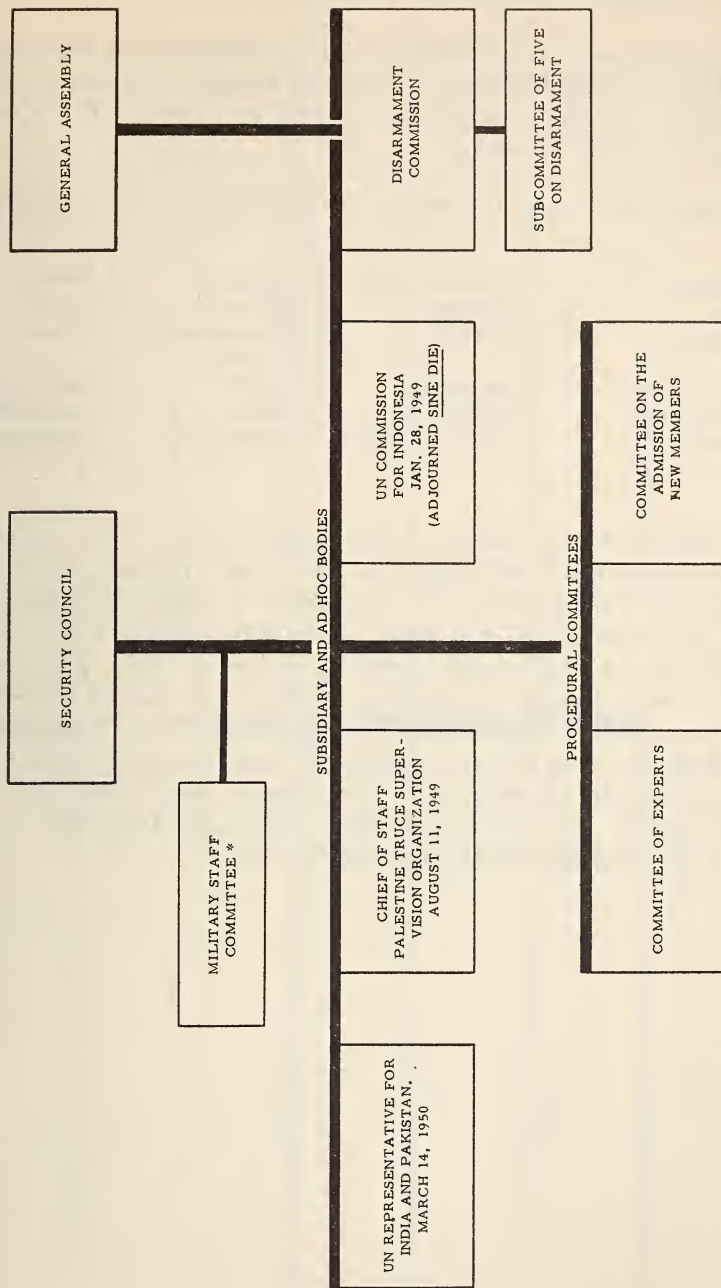
The Security Council consists of 11 members of the United Nations, 5 of which—China, France, the U.S.S.R., the United Kingdom, and the United States—have permanent status. The remaining 6 are elected for 2-year terms by the General Assembly, taking into account article 23 of the charter to the effect that “due regard” shall be paid to the contribution of members to the maintenance of international peace and security and to the other purposes of the United Nations and to equitable geographic distribution. The nonpermanent members are not eligible for immediate reelection.

The membership is as follows:

Permanent members	Nonpermanent members		
	Term expired Dec. 31, 1955	Term expires Dec. 31, 1956	Term expires Dec. 31, 1957
China	Brazil	Belgium	Australia
France	New Zealand . .	Iran	Cuba
U.S.S.R.	Turkey	Peru	Yugoslavia ¹
United Kingdom	
United States	

¹ See Part I, p. 96.

STRUCTURE OF THE SECURITY COUNCIL



*CHIEFS OF STAFF OF THE PERMANENT MEMBERS OF THE SECURITY COUNCIL

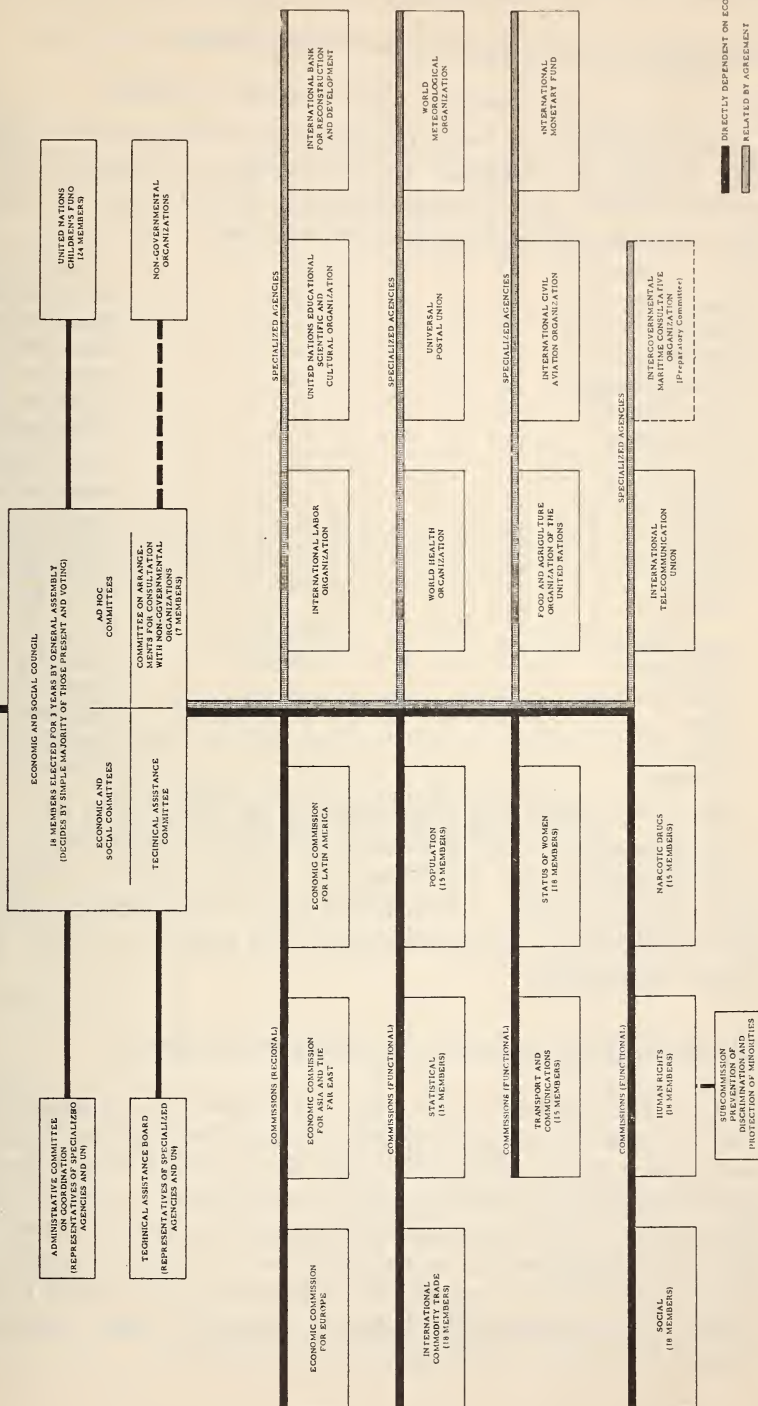
The Economic and Social Council

The Economic and Social Council is composed of 1 representative each from 18 member states, 6 countries being elected each year by the General Assembly to serve for a period of 3 years. The Council is composed of the following:

Term expired Dec. 31, 1955	Term expires Dec. 31, 1956	Term expires Dec. 31, 1957	Term expires Dec. 31, 1958
Australia	Czechoslovakia . .	Argentina	Brazil
India	Ecuador	China	Canada
Turkey	Norway	Dominican Re- public	Greece
United States	Pakistan	Egypt	Indonesia
Venezuela	U.S.S.R.	France	United States
Yugoslavia	United Kingdom .	Netherlands . .	Yugoslavia

There were two sessions of the Council in 1955. The 19th session was convened at headquarters in New York on March 29 to April 7, 1955, and resumed from May 16 to May 27, 1955. The 20th session was convened at the European headquarters of the United Nations in Geneva on July 5 and recessed on August 5, 1955. The representative from Australia, Sir Douglas Copland, was elected president for the year 1955. Ambassador Santiago Pérez Pérez (Venezuela) and Ambassador Joza Brilej (Yugoslavia) were elected first and second vice presidents, respectively. The resumed part of the 20th session was held in New York December 5 through December 8, 1955, inclusive, and adjourned December 15, 1955.

GENERAL ASSEMBLY



FUNCTIONAL COMMISSIONS

Commission on International Commodity Trade

1955 chairman: Cecilio J. Morales, Argentina

The Economic and Social Council at its 18th session by Resolution 557 (XVIII) F established the Commission on International Commodity Trade. At the resumed session of the Council on November 23, 1954, the following countries were elected:

	Expiration date
Brazil	December 31, 1956
Canada	December 31, 1956
Poland	December 31, 1956
United Kingdom	December 31, 1956
United States	December 31, 1956
Venezuela	December 31, 1956
Egypt	December 31, 1957
France	December 31, 1957
India	December 31, 1957
Pakistan	December 31, 1957
Turkey	December 31, 1957
U.S.S.R.	December 31, 1957
Argentina	December 31, 1958
Australia	December 31, 1958
Belgium	December 31, 1958
Chile	December 31, 1958
China	December 31, 1958
Denmark	December 31, 1958

The Commission held two meetings in 1955. The first in New York from January 17 to February 2, 1955, resumed from April 25 to May 9, 1955, and the second was held in Geneva November 28 to December 9, 1955. At the 20th session of the Economic and Social Council the United States announced that it does not intend to serve on the Commission.

Economic, Employment and Development Commission

At its 13th session the Economic and Social Council decided to discontinue the Economic, Employment and Development Commission until December 31, 1954, and to have the functions of the Commission performed by the Council, regional commissions, or *ad hoc* bodies, as appropriate. At the resumed 18th session, December 16, 1954, it was decided to postpone the consideration of the reestablishment of the Commission until the resumed 20th session of the Council in December 1955. At the resumed 20th session, December 7, 1955, it was decided "not to re-activate the Commission at present."

Transport and Communications Commission

1955 chairman: *Willem L. de Vries, Netherlands* (Reelected)

	Expiration date
China	December 31, 1955
Colombia	December 31, 1955
France	December 31, 1955
Norway	December 31, 1955
Pakistan	December 31, 1955
Byelorussian S.S.R.	December 31, 1956
Egypt	December 31, 1956
U.S.S.R.	December 31, 1956
United States	December 31, 1956
Venezuela	December 31, 1956
Chile	December 31, 1957
India	December 31, 1957
Netherlands	December 31, 1957
Poland	December 31, 1957
United Kingdom	December 31, 1957

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1956, through December 31, 1959:¹

Burma	Ecuador	Norway
China	France	

Statistical Commission

1954 chairman: *P. C. Mahalanobis, India*

(There was no meeting of the Commission in 1955)

	Expiration date
Canada	December 31, 1955
Cuba	December 31, 1955
India	December 31, 1955
Iran	December 31, 1955
Ukrainian S. S. R.	December 31, 1955
Denmark.	December 31, 1956
France	December 31, 1956
Panama	December 31, 1955
United Kingdom	December 31, 1956
Yugoslavia	December 31, 1956
Australia	December 31, 1957
China	December 31, 1957
Netherlands	December 31, 1957
U.S.S.R.	December 31, 1957
United States.	December 31, 1957

¹The members of Commissions that meet biennially are elected for 4-year terms.

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1956, through December 31, 1959:

Canada	India	Ukrainian S.S.R.
Dominican Republic	New Zealand	

Population Commission

1955 chairman: J. T. Marshall, Canada

	Expiration date
China	December 31, 1955
France.	December 31, 1955
Iran	December 31, 1955
Sweden	December 31, 1955
Ukrainian S.S.R.	December 31, 1955
Argentina	December 31, 1956
Belgium	December 31, 1956
Brazil	December 31, 1956
Canada	December 31, 1956
Syria	December 31, 1956
Costa Rica	December 31, 1957
India	December 31, 1957
U.S.S.R.	December 31, 1957
United Kingdom	December 31, 1957
United States	December 31, 1957

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1956, through December 31, 1959:

China	Israel	Ukrainian S.S.R.
France	Norway	

Social Commission

1955 chairman: Kaare Salvesen, Norway

Expiration date

Argentina	December 31, 1955
Brazil	December 31, 1955
Czechoslovakia	December 31, 1955
Iraq	December 31, 1955
Norway	December 31, 1955
United Kingdom	December 31, 1955
Australia	December 31, 1956
Belgium	December 31, 1956
Byelorussian S.S.R.	December 31, 1956
China	December 31, 1956
Israel	December 31, 1956
Uruguay	December 31, 1956
France	December 31, 1957
Greece	December 31, 1957
India	December 31, 1957
Philippines	December 31, 1957
U.S.S.R.	December 31, 1957
United States	December 31, 1957

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1956, through December 31, 1959:

Colombia	Dominican Republic	Sweden
Czechoslovakia	Egypt	United Kingdom

Commission on Narcotic Drugs ¹*1955 chairman: C. Vaille, France (Reelected)*

Canada	Iran	Turkey
China	Mexico	U.S.S.R.
Egypt	Netherlands	United Kingdom
France	Peru	United States
India	Poland	Yugoslavia

The following five countries were elected by the Economic and Social Council in August 1953 for a 3-year period:

Egypt	Iran	Poland
Greece	Mexico	

Commission on Human Rights

1955 chairman: M. Rene Cassin, France

	Expiration date
Egypt	December 31, 1955
France	December 31, 1955
India	December 31, 1955
Philippines	December 31, 1955
Ukrainian S.S.R.	December 31, 1955
U.S.S.R.	December 31, 1955
Australia	December 31, 1956
Chile	December 31, 1956
Greece	December 31, 1956
Pakistan	December 31, 1956
Turkey	December 31, 1956
United States	December 31, 1956
China	December 31, 1957
Lebanon	December 31, 1957
Mexico	December 31, 1957
Norway	December 31, 1957
Poland	December 31, 1957
United Kingdom	December 31, 1957

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1956, through December 31, 1958:

France	Iraq	Ukrainian S.S.R.
India	Philippines	U.S.S.R.

¹ Canada, China, France, India, Peru, Turkey, U. S. S. R., United Kingdom, United States, and Yugoslavia were reelected in August 1949 by the Economic and Social Council for an indefinite period "until such time as they might be replaced by decision of the Council." The other five states were elected for a period of 3 years. The term of office of the members of the Commission begins on the day of the first meeting of the session following their election and ends on the eve of the first meeting of the session following the election of their successors.

Commission on the Status of Women

1955 chairman: Señorita Minerva Bernadino, Dominican Republic

(Reelected)

	Expiration date
Haiti	December 31, 1955
Lebanon	December 31, 1955
U.S.S.R.	December 31, 1955
United Kingdom	December 31, 1955
United States	December 31, 1955
Venezuela	
Cuba	December 31, 1956
Dominican Republic	December 31, 1956
France	December 31, 1956
Poland	December 31, 1956
Sweden	December 31, 1956
Yugoslavia	
Argentina	December 31, 1957
Australia	December 31, 1957
Byelorussian S.S.R.	December 31, 1957
China	December 31, 1957
Indonesia	December 31, 1957
Pakistan	December 31, 1957

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1956, through December 31, 1958:

Belgium	U.S.S.R.	United States
Israel	United Kingdom	Venezuela

REGIONAL COMMISSIONS

Economic Commission for Europe

Headquarters: Geneva, Switzerland

1955 chairman: Max Suetens, Sweden

Belgium	Iceland	Turkey
Byelorussian S.S.R.	Italy	Ukrainian S.S.R.
Czechoslovakia	Luxembourg	U.S.S.R.
Denmark	Netherlands	United Kingdom
France	Norway	United States
Greece	Poland	Yugoslavia
	Sweden	

Consultative members are:

Albania	Finland	Portugal
Austria	Hungary	Rumania
Bulgaria	Ireland	Switzerland

The Commission held its 10th session at Geneva from March 15, 1955, to March 30, 1955.

Economic Commission for Latin America

*Headquarters: Santiago, Chile**1955 chairman: Carlos Villaveces, Colombia*

Argentina	Ecuador	Nicaragua
Bolivia	El Salvador	Panama
Brazil	France	Paraguay
Chile	Guatemala	Peru
Colombia	Haiti	United Kingdom
Costa Rica	Honduras	United States
Cuba	Mexico	Uruguay
Dominican Republic	Netherlands	Venezuela

The Committee of the Whole met in Santiago, Chile, May 9 and 10, 1955. The sixth session of the Commission was held in Bogotá, Colombia, August 29 to September 16, 1955.

Economic Commission for Asia and the Far East

*Headquarters: Bangkok, Thailand**1955 chairman: Tatsunosuke Takasaki, Japan*

Afghanistan	India	Pakistan
Australia	Indonesia	Philippines
Burma	Japan	Thailand
Cambodia	Korea, Republic of	U.S.S.R.
Ceylon	Laos	United Kingdom
China	Netherlands	United States
France	New Zealand	Viet-Nam

Associate members are:

Hong Kong	Malaya and British Borneo	Nepal
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The Commission held its 11th session at Tokyo, Japan, from March 28, 1955, to April 7, 1955.

UNITED NATIONS CHILDREN'S FUND

Assembly Resolution 802 (VIII) continued the arrangements under Assembly Resolution 417 (V), which established the membership of the Executive Board of the United Nations Children's Fund to consist of the governments of the 18 states represented on the Social Commission and the governments of 8 states, not necessarily members of the United Nations, to be designated by the Economic and Social Council for appropriate terms, with due regard to geographical distribution and to the representation of the major contributing and recipient countries.

There were 3 meetings of the 26-government Executive Board of UNICEF held in 1955. The meetings of the Board from March 7 to 18, September 8 to 15, and November 22, 1955, were held at headquarters in New York.

The membership is as follows:

1955 Chairman: Balachandra Rajar, India

	Expiration date
Australia	December 31, 1956
Belgium	December 31, 1956
Brazil	December 31, 1957
Byelorussian S.R.R.	December 31, 1956
Canada	December 31, 1958
China	December 31, 1956
Colombia	December 31, 1958
Czechoslovakia	December 31, 1958
Dominican Republic	December 31, 1958
Ecuador	December 31, 1956
Egypt	December 31, 1958
France	December 31, 1957
Greece	December 31, 1957
India	December 31, 1957
Israel	December 31, 1956
Italy	December 31, 1956
Japan	December 31, 1957
Pakistan	December 31, 1958
Philippines	December 31, 1957
Sweden	December 31, 1958
Switzerland	December 31, 1956
U.S.S.R.	December 31, 1957
United Kingdom	December 31, 1958
United States	December 31, 1957
Uruguay	December 31, 1956
Yugoslavia	December 31, 1958

UNITED NATIONS KOREAN RECONSTRUCTION AGENCY

The United Nations Korean Reconstruction Agency (UNKRA) was established by a resolution of the General Assembly on December 1, 1950. Its purpose is to assist the Korean people to relieve the suffering and repair the devastation caused by aggression in Korea and to lay the necessary economic foundations for the political unification and independence of the country. From its inception to December 31, 1955, UNKRA had received as voluntary contributions from 40 governments (the United States being the largest contributor) \$139.8 million, substantially all of which had been expended or obligated on the programs approved by the UNKRA Advisory Committee and by the General Assembly. The Advisory Committee of five nations—Canada, India, the United Kingdom, the United States, and Uruguay—serves to advise the Agent General of UNKRA with regard to major financial, procurement, distribution, and other problems pertaining to planning and operations. UNKRA's program, as one part of the overall integrated program of economic assistance to Korea, is coordinated with the U.S. program of economic assistance, the latter program being administered in the field by the Economic Coordinator serving on the staff of the U.N. Command and in Washington by the International Cooperation Administration.

UNITED NATIONS REFUGEE FUND

Pursuant to General Assembly Resolution 832 (IX), Economic and Social Council Resolution 565 (XIX) established the Executive Committee of the United Nations Refugee Fund to consist of 20 governments not necessarily members of the United Nations, selected on the basis of their demonstrated interest in and devotion to the solution of the refugee problem.

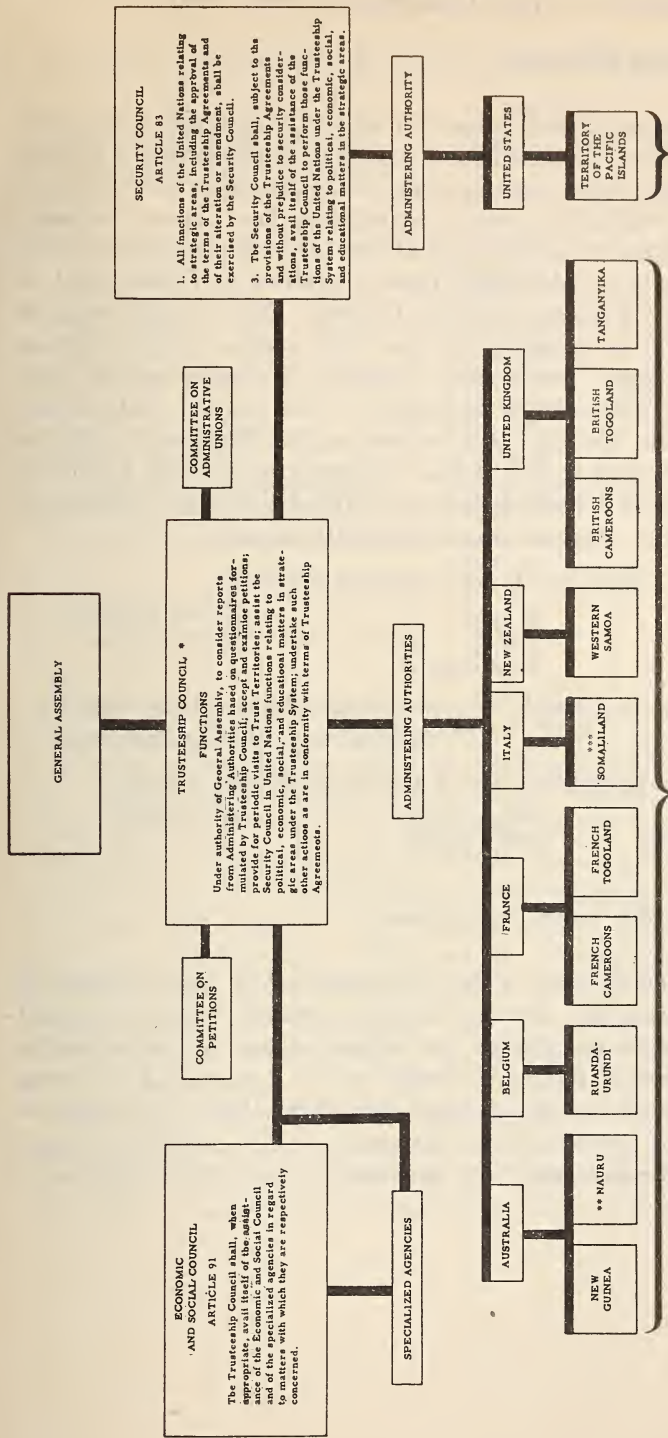
There was one meeting of the Executive Committee from May 9 to May 14, 1955, and one meeting of the Program Sub-Committee from September 12 to September 14, 1955. Meetings were held in Geneva, Switzerland.

The membership is as follows:

1955 chairman: R. L. Harry, Australia

Australia	France	Switzerland
Austria	Greece	Turkey
Belgium	Holy See	United Kingdom
Brazil	Iran	United States
Colombia	Israel	Venezuela
Denmark	Italy	
Federal Republic of Germany	Netherlands	
	Norway	

STRUCTURE AND FUNCTIONS OF THE INTERNATIONAL TRUSTEESHIP SYSTEM



*MEMBERSHIP (Art. 86). Members administering Trust Territories; permanent members of the Security Council not administering Trust Territories; and enough other Members elected by the General Assembly for 3-year terms to ensure that there is an equal number of Members which administer Trust Territories and those which do not.

** Administered by Australia, on behalf of Australia, New Zealand, and the United Kingdom as Joint Administering Authorities.

*** Administered by Italy for a 10-year period ending 1960, assisted by an Advisory Council composed of Colombia, Egypt, and the Philippines.

The Trusteeship Council

The Trusteeship Council consists of all U. N. members administering trust territories, the permanent members of the Security Council not administering trust territories, and as many other elected U. N. members not administering trust territories as are required to insure that the total number of members of the Council is equally divided between nations that administer trust territories and those that do not. There are 14 members of the Council. The elected members serve for a term of 3 years. At the 10th session of the General Assembly Guatemala was elected to replace El Salvador and Syria was reelected. With Italy's admission to the United Nations late in the session and consequent admission to the Trusteeship Council with full membership rights, it was necessary to elect an additional member to provide a balance between administering and nonadministering members. Burma was consequently elected.

Members Administering Trust Territories

Australia	France	United Kingdom
Belgium	Italy	United States
	New Zealand	

Permanent Members of Security Council Not Administering Trust Territories

China	Union of Soviet Socialist Republics
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Members Elected for 3-Year Terms by the General Assembly

Burma (1958)	Haiti (1956)	Syria (1958)
Guatemala (1958)	India (1956)	

The International Court of Justice

The International Court of Justice consists of 15 judges elected by the General Assembly and the Security Council, voting independently. The judges are elected for 9-year terms, but one-third of the total number of judges is elected every 3 years. As a consequence of the most recent triennial election in 1954, five judges assumed office for 9 years as from February 6, 1955. In 1955 the Court elected a new president and vice president, to serve until February 5, 1958.

The present composition of the Court is as follows:

Order of precedence	Nationality	Date of expiration of term of office
Green H. Hackworth, President . .	American	February 5, 1961
Abdel Hamid Badawi, Vice President	Egyptian	February 5, 1958
Judges:		
J. G. Guerrero	Salvadoran	February 5, 1964
J. Basdevant	French	February 5, 1964
B. Winarski	Polish	February 5, 1958
M. Zoričić	Yugoslav	February 5, 1958
H. Klaestad	Norwegian	February 5, 1961
J. E. Read	Canadian	February 5, 1958
Hsu Mo	Chinese	February 5, 1958
E. C. Armand-Ugon	Uruguayan	February 5, 1961
F. I. Kojevnikov	Russian	February 5, 1961
Sir Muhammad Zafrulla Khan . .	Pakistani	February 5, 1961
H. Lauterpacht	British	February 5, 1964
L. M. Moreno Quintana	Argentine	February 5, 1964
R. Córdova	Mexican	February 5, 1964

The Secretariat of the United Nations

The Secretariat under article 7 of the Charter is a principal organ of the United Nations. It is headed by the Secretary-General, who is the chief administrative officer of the organization. At the second part of the seventh regular session of the General Assembly, Dag Hammarskjöld of Sweden was appointed as Secretary-General for a 5-year term. The Secretary-General and his staff provide secretariat services for the other principal organs, except the International Court of Justice, which has its own administrative body at The Hague known as the Registry. Nationals of 70 countries, 67 of them members of the United Nations, are employed in the Secretariat. There were, as of August 31, 1955, 4,206 employees on the staff. The functions of the Secretary-General and the Secretariat are described in general terms in chapter XV of the Charter.

The Secretariat serves as executive agent for the other organs; for example, the Secretary-General was requested by the ninth General Assembly to seek in accordance with the Korean Armistice Agreement the release of captured U. N. personnel being detained by Chinese

forces. By yet another resolution the Assembly asked the Secretary-General to convene an international conference to explore means of developing peaceful uses of atomic energy through international cooperation. The Secretariat provides services and expert staff for the field missions, such as those in Korea and India-Pakistan and the Trusteeship Council's missions to trust territories. The Secretariat also prepares studies and background material to facilitate the work of the several organs and their subsidiary bodies.

Another important task of the Secretariat is that of servicing meetings of the other principal organs (except the International Court of Justice) and of their subsidiary bodies. This includes provision of physical arrangements, translating, interpreting, preparation of minutes and documentation, publication of official records, and advising chairmen on precedents and parliamentary procedure.

A third responsibility of the Secretariat is the development of arrangements with specialized agencies for the coordination of programs and administrative and financial practices. Finally, the Secretariat is responsible for supplying information to the world on the purposes and daily activities of the United Nations.

ORGANIZATION

The main offices at headquarters and their top officials are as follows:

Executive Office of the Secretary-General

Andrew Cordier (U. S.), Executive Assistant to the Secretary-General

Office of Legal Affairs

C. A. Stavropoulos (Greek), Legal Counsel

Office of the Comptroller

B. R. Turner (New Zealand), Comptroller

Office of Personnel

J. A. C. Robertson (British), Director of Personnel

Under Secretaries Without Portfolio

Ralph Bunche (U. S.)

Ilya Tchernychev (Soviet)

Department of Political and Security Council Affairs

D. Protitch (Yugoslav), Under Secretary

Department of Trusteeship and Information from Non-Self-Governing Territories

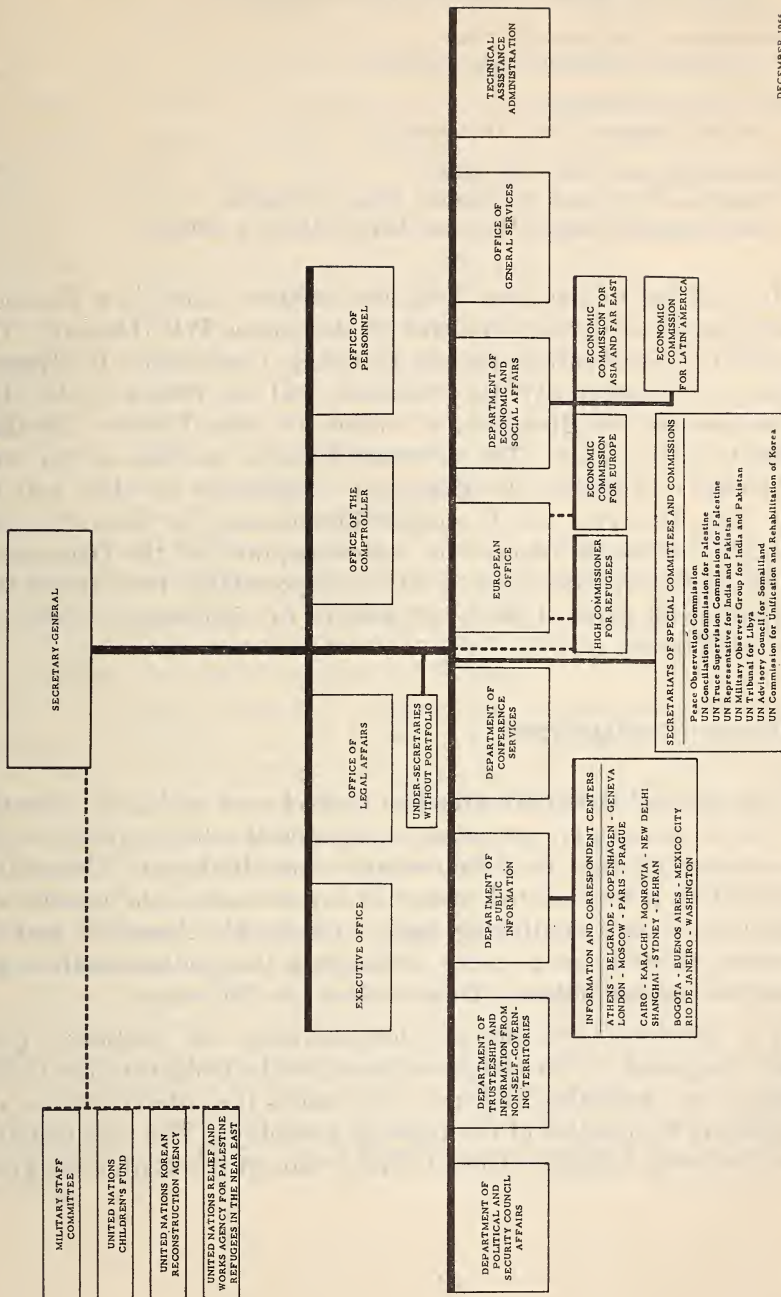
Benjamin Cohen (Chilean), Under Secretary

Department of Economic and Social Affairs

Philippe De Seynes (French), Under Secretary

W. Martin Hill (British), Deputy Under Secretary

THE UNITED NATIONS SECRETARIAT



Department of Public Information

Ahmed Shah Bokhari (Pakistani), Under Secretary

Department of Conference Services

Victor Hoo (Chinese), Under Secretary

Office of General Services

David Vaughan (U. S.), Director

Technical Assistance Administration

Hugh L. Keenleyside (Canadian), Director General

G. Martinez-Cabanias (Mexican), Deputy Director General

In addition to the New York headquarters there is a European headquarters at Geneva, directed by Adriannus Pelt (Dutch). This is also the headquarters for the Economic Commission for Europe, headed by Gunnar Myrdal (Swedish), and the offices of the High Commissioner for Refugees, of which G. van Heuven Goedhart (Dutch) is the chief. The Secretary-General has also set up small field offices to service the Economic Commission for Asia and the Far East (ECAFE), the Economic Commission for Latin America (ECLA), and the 20 information centers required by the Department of Public Information to carry out its responsibility for insuring that peoples in all parts of the world receive full information about the United Nations.

ADVISORY COMMITTEES

The General Assembly exercises control over and gives direction to the administrative processes and financial administration of the Secretariat through its Administrative and Budgetary Committee. In addition it has created numerous expert bodies, the members of which serve on a continuing basis, to assist the Assembly and the Secretary-General in properly discharging their administrative and financial responsibilities. These include the following:

The Advisory Committee on Administrative and Budgetary Questions, composed of nine members, examines the budgets of the United Nations and specialized agencies and assists the Administrative and Budgetary Committee of the General Assembly. The nine members are Thanassis Aghnides (Greek), André Ganem (French), John Fobes

(U.S.), R. Asha (Syrian), I. V. Chechetkin (Soviet), Carlos Blanco (Cuban), Arthur H. Clough (British), T. J. Natarajan (Indian), and Eduardo Carrizosa (Colombian).

The Committee on Contributions consists of 10 members who advise the General Assembly concerning the apportionment of expenses of the United Nations among members. The members are René Charon (French), Agha Shahi (Pakistani), Arthur Samuel Lall (Indian), O. Strauch (Brazilian), Jiri Nosek (Czechoslovak), Robert E. Merriam (U. S.), Josue Saenz (Mexican), Georgi F. Saksin (Soviet), Arthur H. Clough (British), and K. E. Book (Swedish).

The Administrative Tribunal, composed of seven members, hears and passes judgment upon applications alleging nonobservance of contracts of employment or terms of appointment of staff members of the Secretariat of the United Nations. The seven members, only three of whom sit in a particular case, are Mme. Paul Bastid (French), Lord Crook (British), R. Venkataraman (Indian), Jacob M. Lashly (U. S.), Omar Loutfi (Egyptian), Arvid Sture Petren (Swedish), and V. M. Perez-Perozo (Venezuelan).

The Board of Auditors audits the accounts of the United Nations, the International Court of Justice, and such specialized agencies as may request its services. It is composed of three members serving for 3 years, as follows: Auditor-General of Netherlands, Auditor-General of Colombia, and Auditor-General of Norway.

The Investments Committee advises the Secretary-General concerning the investment of the assets of the Pension Fund and such other funds on the investment of which the Secretary-General may seek advice. It is composed of Ivar Rooth (Swedish), Leslie R. Rounds (U.S.), and Jacques Rueff (French).

The Staff Pension Committee represents the United Nations on the Joint Staff Pension Board and administers, in respect of U.N. employees, the powers delegated by the Board relating to admission of participants and granting of benefits. It is composed of three members elected by the General Assembly, three members appointed by the Secretary-General, and three elected by the participants. The members elected by the General Assembly are Arthur Clough (British), R. Torres Astorga (Chilean), and A. S. Watson (U.S.). The alternates elected by the General Assembly are A. E. van Braam Houckgeest (Dutch), A. C. Liveran (Israeli), and Fazlollah Nouredin Kia (Iranian).

THE SPECIALIZED AGENCIES

*International Labor Organization**Headquarters: Geneva, Switzerland**Director General: David A. Morse, United States*

Afghanistan	Ethiopia	Netherlands
Albania	Finland	New Zealand
Argentina	France	Norway
Australia	Germany, Federal	Pakistan
Austria	Republic of	Panama
Belgium	Greece	Peru
Bolivia	Guatemala	Philippines
Brazil	Haiti	Poland
Bulgaria	Honduras	Portugal
Burma	Hungary	Sweden
Byelorussian S.S.R.	Iceland	Switzerland
Canada	India	Syria
Ceylon	Indonesia	Thailand
Chile	Iran	Turkey
China	Iraq	Ukrainian S.S.R.
Colombia	Ireland	Union of South Africa
Costa Rica	Israel	U.S.S.R.
Cuba	Italy	United Kingdom
Czechoslovakia	Japan	United States
Denmark	Lebanon	Uruguay
Dominican Republic	Liberia	Venezuela
Ecuador	Libya	Viet-Nam
Egypt	Luxembourg	Yugoslavia
El Salvador	Mexico	

*Food and Agriculture Organization**Headquarters: Rome, Italy**Director General: P. V. Cardon, United States**Deputy Director General: Sir Herbert Broadley, O. B. E., United Kingdom*

Afghanistan	Greece	Nicaragua
Argentina	Guatemala	Norway
Australia	Haiti	Pakistan
Austria	Honduras	Panama
Belgium	Iceland	Paraguay
Bolivia	India	Peru
Brazil	Indonesia	Philippines
Burma	Iran	Portugal
Cambodia	Iraq	Saudi Arabia
Canada	Ireland	Spain
Ceylon	Israel	Sweden
Chile	Italy	Switzerland
Colombia	Japan	Syria
Costa Rica	Jordan	Thailand
Cuba	Korea, Republic of	Tunisia
Denmark	Laos	Turkey
Dominican Republic	Lebanon	Union of South Africa
Ecuador	Liberia	United Kingdom
Egypt	Libya	United States
El Salvador	Luxembourg	Uruguay
Ethiopia	Mexico	Venezuela
Finland	Nepal	Viet-Nam
France	Netherlands	Yemen
Germany, Federal Republic of	New Zealand	Yugoslavia

*International Bank for Reconstruction and Development**Headquarters: Washington, D. C.**President: Eugene R. Black, United States**Vice President: Robert L. Garner, United States*

The membership is the same as the member states of the International Monetary Fund, below, to which a state is required to belong before it can join the Bank.

*International Monetary Fund**Headquarters: Washington, D. C.**Chairman of the Executive Board and Managing Director**Ivar Rooth, Sweden*

Afghanistan	Finland	Mexico
Australia	France	Netherlands
Austria	Germany, Federal	Nicaragua
Belgium	Republic of	Norway
Bolivia	Greece	Pakistan
Brazil	Guatemala	Panama
Burma	Haiti	Paraguay
Canada	Honduras	Peru
Ceylon	Iceland	Philippines
Chile	India	Sweden
China	Indonesia	Syria
Colombia	Iran	Thailand
Costa Rica	Iraq	Turkey
Cuba	Israel	Union of South Africa
Denmark	Italy	United Kingdom
Dominican Republic	Japan	United States
Ecuador	Jordan	Uruguay
Egypt	Korea, Republic of	Venezuela
El Salvador	Lebanon	Yugoslavia
Ethiopia	Luxembourg	

*International Civil Aviation Organization**Headquarters: Montreal, Canada**Secretary General: Carl Ljungberg, Sweden*

Afghanistan	France	Netherlands
Argentina	Greece	New Zealand
Australia	Guatemala	Nicaragua
Austria	Haiti	Norway
Belgium	Honduras	Pakistan
Bolivia	Iceland	Paraguay
Brazil	India	Peru
Burma	Indonesia	Philippines
Canada	Iran	Poland
Ceylon	Iraq	Portugal
Chile	Ireland	Spain
China	Israel	Sweden
Colombia	Italy	Switzerland
Cuba	Japan	Syria
Czechoslovakia	Jordan	Thailand
Denmark	Korea, Republic of	Turkey
Dominican Republic	Laos	Union of South Africa
Ecuador	Lebanon	United Kingdom
Egypt	Liberia	United States
El Salvador	Libya	Uruguay
Ethiopia	Luxembourg	Venezuela
Finland	Mexico	Viet-Nam

*United Nations Educational, Scientific and
Cultural Organization*

Headquarters: Paris, France

Director General: Luther Evans, United States

Afghanistan	Germany, Federal	New Zealand
Argentina	Republic of	Nicaragua
Australia	Greece	Norway
Austria	Guatemala	Pakistan
Belgium	Haiti	Panama
Bolivia	Honduras	Paraguay
Brazil	Hungary	Peru
Burma	India	Philippines
Byelorussian S.S.R.	Indonesia	Poland
Cambodia	Iran	Saudi Arabia
Canada	Iraq	Spain
Ceylon	Israel	Sweden
Chile	Italy	Switzerland
China	Japan	Syria
Colombia	Jordan	Thailand
Costa Rica	Korea, Republic of	Turkey
Cuba	Laos	Ukrainian S.S.R.
Czechoslovakia	Lebanon	Union of South Africa
Denmark	Liberia	U.S.S.R.
Dominican Republic	Libya	United Kingdom
Ecuador	Luxembourg	United States
Egypt	Mexico	Uruguay
El Salvador	Monaco	Venezuela
Ethiopia	Nepal	Viet-Nam
France	Netherlands	Yugoslavia

Associate Members

Gold Coast
 Jamaica, Trinidad, Grenada, Dominica, and Barbados (as one group)
 Sarawak, North Borneo, Brunei, Singapore, Federation of Malaya (as one group)
 Sierra Leone

*World Health Organization**Headquarters: Geneva, Switzerland**Director General: Marcolino G. Candau, Brazil*

Afghanistan	Greece	Pakistan
Albania ²	Guatemala ¹	Panama ¹
Argentina ¹	Haiti ¹	Paraguay ¹
Australia	Honduras ¹	Peru ¹
Austria	Hungary ²	Philippines
Belgium	Iceland	Poland ²
Bolivia ¹	India	Portugal
Brazil ¹	Indonesia	Rhodesia and Nyasa-
Bulgaria ²	Iran	land, Federation of ³
Burma	Iraq	Rumania ²
Byelorussian S.S.R. ²	Ireland	Saudi Arabia
Cambodia	Israel	Spain
Canada	Italy	Sudan
Ceylon	Japan	Sweden
Chile ¹	Jordan	Switzerland
China	Korea, Republic of	Syria
Costa Rica ¹	Laos	Thailand
Cuba ¹	Lebanon	Tunisia ³
Czechoslovakia ²	Liberia	Turkey
Denmark	Libya	Ukrainian S.S.R. ²
Dominican Republic ¹	Luxembourg	Union of South Africa
Ecuador ¹	Mexico ¹	U.S.S.R. ²
Egypt	Monaco	United Kingdom
El Salvador ¹	Morocco ³	United States ¹
Ethiopia	Nepal	Uruguay ¹
Finland	Netherlands	Venezuela ¹
France	New Zealand	Viet-Nam
Germany, Federal	Nicaragua ¹	Yemen
Republic of	Norway	Yugoslavia

¹ Members of Pan American Sanitary Organization.² States no longer considering themselves members.³ Associate member.

*Universal Postal Union**Headquarters: Bern, Switzerland**Secretary General: Fritz Hess, Switzerland*

Afghanistan	India	Rumania
Albania	Indonesia	San Marino
Algeria	Iran	Saudi Arabia
Argentina	Iraq	Spain
Australia	Ireland	Spanish Colonies
Austria	Israel	Sweden
Belgian Congo	Italy	Switzerland
Belgium	Japan	Syria
Bolivia	Jordan	Thailand
Brazil	Korea, Republic of	Tunisia
Bulgaria	Laos	Turkey
Burma	Lebanon	Ukrainian S.S.R.
Byelorussian S.S.R.	Liberia	Union of South Africa
Cambodia	Libya	(including South-West Africa)
Canada	Luxembourg	U.S.S.R.
Ceylon	Mexico	United Kingdom of
Chile	Morocco (excluding Spanish Zone)	Great Britain and Northern Ireland
China	Morocco (Spanish Zone)	The whole of the British overseas territories, including the colonies, protectorates, and territories under trusteeship
Colombia	Netherlands	United States
Costa Rica	Netherlands Antilles and Surinam	U.S. Territories, including the Trust Territory of the Pacific Islands
Cuba	New Zealand	Uruguay
Czechoslovakia	Nicaragua	Vatican City
Denmark	Norway	Venezuela
Dominican Republic	Pakistan	Viet-Nam
Ecuador	Panama	Yemen
Egypt	Paraguay	Yugoslavia
El Salvador	Peru	
Ethiopia	Philippines	
Finland	Poland	
France	Portugal	
French Overseas Territories	Portuguese Territories of East Africa, Asia, and Oceania	
Greece	Portuguese Territories of West Africa	
Guatemala		
Haiti		
Honduras		
Hungary		
Iceland		

*International Telecommunication Union**Headquarters: Geneva, Switzerland**Secretary General: Marco Aurelio Andrada, Argentina*

Afghanistan	Haiti	Portuguese overseas
Albania	Honduras	provinces
Argentina	Hungary	Rhodesia and Nyasa-
Australia	Iceland	land, Federation of
Austria	India	Rumania
Belgian Congo and	Indonesia	Saudi Arabia
Territory of Ruan-	Iran	Spain
da-Urundi	Iraq	Spanish Zone of Mo-
Belgium	Ireland	rocco and the total-
Bolivia	Israel	ity of Spanish pos-
Brazil	Italy	sessions
Bulgaria	Japan	Sweden
Burma	Jordan	Switzerland
Byelorussian S.S.R.	Korea, Republic of	Syria
Cambodia	Laos	Thailand
Canada	Lebanon	Turkey
Ceylon	Liberia	Ukrainian S.S.R.
Chile	Libya	Union of South Africa
China	Luxembourg	and Territory of
Colombia	Mexico	South-West Africa
Costa Rica	Monaco	U.S.S.R.
Cuba	Netherlands, Suri-	United Kingdom of
Czechoslovakia	nam, Netherlands	Great Britain and
Denmark	Antilles, New	Northern Ireland
Dominican Republic	Guinea	United Kingdom of
Ecuador	New Zealand	Great Britain and
Egypt	Nicaragua	Northern Ireland,
El Salvador	Norway	colonies, protector-
Ethiopia	Overseas territories of	ates and territories
Finland	France	United States
France	Pakistan	United States Terri-
French Protectorates	Panama	tories
of Morocco and Tu-	Paraguay	Uruguay
nisia	Peru	Vatican City
Germany, Federal	Philippines	Venezuela
Republic of	Poland	Viet-Nam
Greece	Portugal	Yemen
Guatemala		Yugoslavia

Associate Members

Bermuda—British Caribbean Group
 British East Africa
 British West Africa
 British Malaya—Borneo Group
 Trust Territory of Somaliland under Italian administration

*World Meteorological Organization**Headquarters: Geneva, Switzerland**Secretary General: D. A. Davies, United Kingdom*

Argentina	French Oceania	New Zealand
Australia	French Somaliland	Norway
Austria	French Togoland	Pakistan
Belgian Congo	French West Africa	Paraguay
Belgium	Germany, Federal	Peru
Bermuda	Republic of	Philippines
Bolivia	Greece	Poland
Brazil	Guatemala	Portugal
British Caribbean Territories	Guinea, Spanish Territories of	Portuguese East Africa
British East African Territories and Indian Ocean Islands	Haiti	Portuguese West Africa
British Malaya/Borneo Territories	Hong Kong	Rhodesia and Nyasaland, Federation of
British West African Territories	Hungary	Rumania
Bulgaria	Iceland	Spain
Burma	India	Sudan
Byelorussian S.S.R.	Indonesia	Surinam
Cambodia	Iraq	Sweden
Canada	Ireland	Switzerland
Ceylon	Israel	Syria
China	Italy	Thailand
Cuba	Japan	Tunisia
Czechoslovakia	Jordan	Turkey
Denmark	Laos	Ukrainian S.S.R.
Dominican Republic	Lebanon	Union of South Africa
Ecuador	Luxembourg	U.S.S.R.
Egypt	Madagascar	United Kingdom of Great Britain and Northern Ireland
El Salvador	Mexico	United States
Ethiopia	Morocco, French Protectorate	Uruguay
Finland	Morocco, Territories of the Spanish Protectorate of	Venezuela
France	Netherlands	Viet-Nam
French Cameroons	Netherlands Antilles	Yugoslavia
French Equatorial Africa	Netherlands New Guinea	
	New Caledonia	

*Intergovernmental Maritime Consultative Organization:
Preparatory Committee (Formative)*¹

*Headquarters: Transport and Communications Division
United Nations Secretariat, New York, N. Y.*

The Preparatory Committee is made up of:

Argentina	France	Norway
Australia	Greece	Sweden
Belgium	India	United Kingdom
Canada	Netherlands	United States

¹ Imco will come into being when 21 states have ratified the Imco convention. Eighteen ratifications have been received to date at U.N. headquarters from Argentina, Australia, Belgium, Burma, Canada, Dominican Republic, Egypt, France, Greece, Haiti, Honduras, Ireland, Israel, Mexico, the Netherlands, Switzerland, the United Kingdom, and the United States.

United States Representation in the United Nations System

MISSIONS

Mission at the Headquarters of the United Nations

The United States is represented by a permanent mission at the headquarters of the United Nations in New York. Under the direction of the representative of the United States to the United Nations, the mission carries out the instructions of the President, as transmitted by the Secretary of State, in U. N. bodies at the headquarters of the United Nations. It also serves as the channel of communication between the U.S. Government and the U.N. organs, agencies, and commissions at the headquarters and the delegations of other nations to the United Nations located in New York. It is a base of operations for the U.S. delegation to the General Assembly and to other U.N. organs and agencies when they meet in New York.

The structure, organization, and functions of the U.S. mission to the United Nations have been determined in the main by the following factors:

1. The requirements of the U.N. Charter and the resolutions of the organs of the United Nations, the General Assembly in particular.
2. The provisions of the United Nations Participation Act (Public Law 264, 79th Cong.) as amended by Public Law 341 of the Eighty-first Congress.
3. Executive Order 10108, which superseded Executive Order 9844.
4. Location of the headquarters of the United Nations in the United States and the consequent need for the United States to assume the responsibilities of "host government."
5. The fact that the United States, in consequence of its leadership role in the United Nations, is represented on all organs and virtually all commissions and committees of the United Nations.

The chief of the mission is the U.S. representative to the United Nations, who, by statute, is the U.S. representative in the Security Council. He is assisted by a deputy representative of the United States to the United Nations, who, by statute, is deputy U.S. representative in the Security Council. There is also a second deputy representative in the Security Council. Other principal officers of the mission are the U.S. representatives on the Economic and Social Council and the Trusteeship Council.

During 1955 the chief of the mission served, with the assistance of deputies, as U.S. representative in the following commissions of the General Assembly: The Conciliation Commission for Palestine and the Disarmament Commission.

The main source of policy guidance and strategical direction for the conduct of the U.S. participation in the United Nations is necessarily the Department of State. The mission, however, has a staff consisting of a counselor, a small number of advisers and a secretariat under an executive director. The advisers assist the U.S. representative in (1) planning the tactical pursuit of U.S. policy objectives in the light of the political and parliamentary situations in U.N. organs and bodies; (2) consultation, negotiation, and liaison with other delegations and the U.N. Secretariat; and (3) the discharge of the responsibilities of the United States as "host government," in particular those arising from the headquarters agreement between the United States and the United Nations (Public Law 357, 80th Cong.) and the International Organizations Immunities Act (Public Law 291, 79th Cong.), which deal *inter alia* with relations of the United Nations, its officials, and delegation members with Federal, State, and local authorities. The secretariat of the mission assists the U.S. representative in (1) the coordination of the above activities; (2) the provision of necessary research, reference, reporting, and communications services; and (3) the administration and management of the U.S. mission.

Other United States Missions

In addition to the U.S. mission to the United Nations, the United States during 1955 maintained several special missions in order to participate effectively in the work of certain U.N. bodies that do not have headquarters in the United States.

There were a U.S. representative for International Organization Affairs and a permanent resident delegation at Geneva. As a part of its responsibilities the delegation was charged with maintaining liaison for the United States with the European Office of the United Nations, the U.N. Economic Commission for Europe, the International Labor

Organization, the World Health Organization, the International Telecommunication Union, and the World Meteorological Organization.

A special U.S. mission, the Office of the U.S. Representative to the Council of the International Civil Aviation Organization, was maintained in Montreal. Liaison was also maintained with the United Nations Educational, Scientific and Cultural Organization (UNESCO) through the American Embassy staff in Paris and with the Advisory Commission of the United Nations Relief and Works Agency for Palestine Refugees in the Near East through a staff officer of the American Embassy in Beirut.

Representation was also maintained on the Advisory Committee to the Agent General of the United Nations Korean Reconstruction Agency.

UNITED STATES REPRESENTATIVES TO THE UNITED NATIONS, ITS ORGANS, SUBSIDIARY BODIES, AND THE SPECIALIZED AGENCIES DURING 1955

United States representative and chief of United States mission to the United Nations

Henry Cabot Lodge, Jr.

Deputy United States representative

James J. Wadsworth

THE GENERAL ASSEMBLY

Tenth Regular Session, New York, September 20–December 20, 1955

Representatives

John Foster Dulles, Secretary of State ¹

Henry Cabot Lodge, Jr.

Congressman Brooks Hays

Congressman Chester E. Mellow

Senator John O. Pastore

Colgate Whitehead Darden, Jr.

Alternate representatives

Robert Lee Brokenburr

Laird Bell

Jacob Blaustein

James J. Wadsworth

Mrs. Oswald B. Lord

Interim Committee of the General Assembly

Representative

Henry Cabot Lodge, Jr.

Committee on Information From Non-Self-Governing Territories

Representative

Mason Sears

Benjamin Gerig, alternate

THE SECURITY COUNCIL

Representative

Henry Cabot Lodge, Jr.

Deputy representatives

James J. Wadsworth

John C. Ross (resigned Jan. 31, 1955)

DISARMAMENT COMMISSION

Representative

Henry Cabot Lodge, Jr.

Deputy representative

Harold E. Stassen (appointed Aug. 2, 1955)

¹ When in attendance, the Secretary served as Senior Representative *ex officio*. At other times, Ambassador Lodge served as Senior Representative.

MILITARY STAFF COMMITTEE

Representatives

Army: Lt. Gen. Thomas W. Herren, USA

Navy: Vice Adm. Arthur D. Struble, USN

Air Force: Lt. Gen. L. W. Johnson, USAF

Deputy representatives

Army: Col. S. E. Otto, USA

Navy: Capt. R. K. Gaines, USN

Air Force: Col. Forrest G. Allen, USAF

Secretary

Comdr. B. J. Lauff, USN

THE ECONOMIC AND SOCIAL COUNCIL

Representatives

Preston Hotchkis (resigned May 26, 1955)

John C. Baker (appointed June 9, 1955)

Deputy representatives

Walter M. Kotschnig

Nat. B. King (appointed May 27, 1955)

*Commissions of the Economic and Social Council and United States Representatives**Narcotic Drugs:* Harry J. Anslinger*Social:* Mrs. Althea K. Hottel (appointed Apr. 21, 1955)*Transport and Communications:* George P. Baker*Population:* Kingsley Davis (appointed Mar. 11, 1955)*Status of Women:* Mrs. Lorena B. Hahn*Statistical:* (no meeting in 1955)*Human Rights:* Mrs. Oswald B. Lord*International Commodity Trade* ²*Regional Commissions of the Economic and Social Council**Economic Commission for Asia and the Far East*

United States representative (11th session)

John M. Allison

Economic Commission for Europe

United States representative (10th session)

William A. Kimbel

Economic Commission for Latin America

United States representatives (6th session)

Harold M. Randall

Robert H. Burrows, alternate

THE TRUSTEESHIP COUNCIL

United States representative

Mason Sears

Deputy representative

Benjamin Gerig

Robert R. Robbins, alternate (16th session)

Delmas H. Nucker, special representative (16th session)

² The United States representative at the 20th session of the Economic and Social Council announced that the United States would not be able to participate as a member in the work of the Commission and would be satisfied to see some other member elected to membership in its place.

UNITED NATIONS CHILDREN'S FUND³

United States representative, Executive Board

Martha M. Eliot, M. D.

Mrs. Elizabeth B. Cusack, alternate (appointed Aug. 12, 1955)

SPECIAL COMMITTEES AND COMMISSIONS OF THE GENERAL ASSEMBLY*United Nations Collective Measures Committee*

United States representative

James J. Wadsworth

United Nations Conciliation Commission for Palestine

United States representative

Henry Cabot Lodge, Jr.

Deputy representative

James W. Barco

United Nations Peace Observation Commission

United States representative

James J. Wadsworth

United Nations Relief and Works Agency for Palestine Refugees in the Near East

United States representative, Advisory Commission

(Vacancy)

Advisory Committee to the Agent General of the United Nations Korean Reconstruction Agency

United States representative

Henry Cabot Lodge, Jr.

Deputy representative

Graham R. Hall (resigned Mar. 31, 1955)

SPECIALIZED AGENCIES OF THE UNITED NATIONS*Food and Agriculture Organization of the United Nations*

Eighth Session FAO Conference

U. S. member: Earl L. Butz

Alternate U. S. member: Ralph S. Roberts

Associate U. S. member: Francis Deak

United States members, FAO Council

Earl L. Butz (21st session)

Ralph S. Roberts (22d session)

Oris V. Wells (22d Session)

International Bank for Reconstruction and Development

United States Governor, Board of Governors

George M. Humphrey

Alternate United States Governor

Samuel C. Waugh (resigned Oct. 1, 1955)

United States Executive Director

Andrew N. Overby

Alternate United States Executive Director

John S. Hooker

³ Formerly United Nations International Children's Emergency Fund.

International Civil Aviation Organization

United States representative on the Council of ICAO

Harold A. Jones

Alternate United States representatives on the Council of ICAO and United States representative on the Air Navigation Commission

P. DeForrest McKeel (resigned Oct. 8, 1955)

Roland E. Stuttevant (appointed Sept. 23, 1955)

Alternate United States representative on the Council of ICAO and United States representative on the Air Transport Committee

John W. Dregge (resigned Sept. 30, 1955)

International Labor Organization

Representative of the Government of the United States to the Governing Body of the International Labor Office

J. Ernest Wilkins

Arnold Zempel, substitute

International Monetary Fund

United States Governor, Board of Governors

George M. Humphrey

Alternate United States Governor

Samuel C. Waugh (resigned Oct. 1, 1955)

United States Executive Director

Frank A. Southard, Jr.

Alternate United States Executive Director

John S. Hooker

International Telecommunication Union

United States representative, Administrative Council

Francis Colt de Wolf

United Nations Educational, Scientific and Cultural Organization

United States representative on Executive Board

(elected by General Conference of UNESCO)

John A. Perkins

Athelstan F. Spilhaus (42d session)

Universal Postal Union

United States representative, Executive Liaison Committee

John J. Gillen (retired July 1, 1955)

Greevor Allen (successor to Mr. Gillen)

World Health Organization

United States member, Executive Board

H. van Zile Hyde, M. D.

Alternate United States member, Executive Board

Frederick J. Brady, M. D.

World Meteorological Organization

United States member, Executive Committee

Francis W. Reichelderfer

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The Department of State periodically issues reports on the United Nations, reports of the U.S. delegations to U.N. meetings, and separate pamphlets and documents dealing with international organization matters of interest to the United States. Examples of such publications are *International Organizations in Which the United States Participates, 1949* (Department of State publication 3655), and *Participation of the United States Government in International Conferences, July 1, 1954-June 30, 1955* (Department of State publication 6335). Information and documents of current interest are contained in the *Department of State Bulletin*, a weekly publication. Lists of all relevant departmental publications may be obtained from the Division of Publications, Department of State, Washington 25, D.C.

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